GENERAL DISCUSSION ON THE BUDGET—(*contd*)

The general discussion of the budget was then resumed.

MR. P. K. NARAYANA PILLAI: Sir, on going through the explanatory address and the budget estimate presented to this House with such modesty and suavity by Mr. George, the impression that has been left on my mind is that my friend's attempt is to confirm and perpetuate the consequences of certain steps taken by Government without paying due regard to the finances of the State. Indications have not been wanting, for some time in the past, of certain financial landslides in the affairs of our State, which naturally ought to have arrested the attention of all concerned in the welfare of the State. For example, in the Administration Report for 1096, the Dewan points out the decline in the demand for *puduval* lands, the fall in the forest revenue, the slump in the stamp revenue, and also the sudden rise of expenditure to the tune of Rs. 33 lakhs within the two previous years. No serious attempt seems to have been made to diagnose the real cause of these symptoms. At any rate, they were traced to certain spurts and temporary causes and not to any deep-seated trouble. We see the explanation in the Budget and the Administration Report with respect to the decline in the demand for land that it might be due to the temporary cessation of *puduval* registries pending the revision of Puduval Rules. With respect to the fall in the forest revenue, it was attributed to the discontinuance of what was known as the coupe system and probably to some extent to the transfer of the item *thadivila* to the Land Revenue Department. Then with regard to the deficiency in the stamp revenue, it was explained on the ground of the depression in business activities.

Now this particular phenomenon had a wider prevalence inasmuch as we notice that even the collection of land revenue was considerably paralysed during the period in question. It was really the manifestation of an all-round financial depression—a fact which would have been easily made out by Government, had they paid serious attention to the very large extent of scarcity allowance that was continued in favour of the subordinates in the service. It is particularly striking that this question of financial difficulty and economic strain was directly brought to the notice of Government in connection with the revision of school-fees which led to the so-called students' strike. Government refused to believe the truth of the representation and pointed to the flotation of joint stock companies and other things as indices of the prosperity of the State. This view, which, I submit with great deference and sincere regard for the greatness of Government, is clearly erroneous, was tenaciously persisted in in the matter of the organisation of new departments, and the reorganisation of old ones with the result of increasing the salaries of officers and their establishment. Evidently, the heads of departments, taking advantage of the pronouncement of the Government that the State is after all in a prosperous condition, seem to have pressed it upon the Government to revise the salaries and allowances in their respective departments.

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[Mr. P. K. Narayana Pillai.]

Now in preparing the budget for 1098, Mr. George found it difficult to keep up appearances any longer. He distinctly gives up the show when he attempts to explain the divergence between the estimated land revenue income and the actuals. He says that the revenue under *puduval* lands did not fetch anything according to his expectations, because, as he puts it, "there has been very little demand for land." This, in his own words, is due to the "present trade depression and the prevailing great scarcity of money." This refreshing candour of the Financial Secretary is marred to some extent by certain passages in the explanatory address delivered by him. For instance, with reference to the incomes, *i. e.*, the incomes from the Educational Department and some other departments, he says that the rise in the incomes from these departments indicates the general prosperity of the State and the increase in the buying power of the people.

MR. K. GEORGE: I beg to make a correction. It is not in connection with that that I said so.

MR. P. K. NARAYANA PILLAI: Since Mr. George thought fit to correct me, I would read the particular passage relied on by me. "The increase of Rs. 57 lakhs under revenue is seen to have been contributed mainly by excise (19 lakhs), customs (10 lakhs), salt and stamps (each 6 lakhs), education (4 lakhs), etc." This increase my friend attributed to general prosperity and purchasing power. No doubt, all this was said in reviewing the previous ten years. So it does not affect the question. I picked out the Education Department particularly since there was an increased levy of school-fees there recently. I was going to notice the charge of inconsistency in the position of the Financial Secretary which was raised by some friends on this side of the House. The apparent inconsistency is the outcome of a desire to be consistent with the prior pronouncements of Government; for, in connection with the revision of school-fees, the Government certainly said that the State is prosperous, though the situation is the other way with respect to *puduval* lands. Mr. George was aiming at a deeper kind of consistency, when he attempted to maintain the same ground as the Government. He should be consistent with Government even at the risk of appearing himself inconsistent. The inconsistency, if any, is in the position of Government.

Now a State cannot be prosperous and be in financial difficulties at the same time. With respect to the economic depression within the jurisdiction of the Kottayam District Court, I am quite prepared to support the statement of my friend Mr. S. Krishna Aiyar. I daresay the Deputy President will testify to the collapse of firms and merchants and the general depression at Alleppey. As for Quilon, the condition seems to be very bad indeed there, as I was informed by a friend, while travelling this side, who said that clients at Quilon were offering cocoanuts for vakils' fees, coin and currency notes being quite out of the question. Now, if that is true, the situation is certainly quite undesirable.

It is left to Government whether they take note of this gloomy outlook or not. It appears to me that the recent additions to the

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expenditure of the State were made in ignorance or disregard of the present painful situation. Having committed themselves in the way they have done, Government are now seeking to maintain the ground without trying to rectify the mistake. Hence the attempt on the part of the Financial Secretary to revive hope in the *puduval* lands and forest revenue which, according to his own showing, have proved themselves to be broken reeds to lean upon. He might as well have referred to the possible discovery of some treasure trove to help us out of financial difficulty. As to income tax, its indiscriminate sweep has tried the elasticity of human endurance to the utmost; and people are on the look-out to find out means to make that Regulation conform to facts and not the fancies of the authorities. If the authorities deny misapplication of the income tax laws, I should like to know whether they agree to a provision for reference to Civil Courts at the instance of the aggrieved party to test the legality of their procedure. With respect to abkari revenue, we are face to face with a peculiar problem. Elsewhere, as is the case in America, the movement is to make the country dry by prohibiting the consumption of liquor. Here the attack is still more directed towards the root, in so far as the production of liquor itself is threatened.

On the whole, then, the revenues and receipts have fallen on evil days. The total revenue budgeted for 1097 was Rs. 2,04,75,700. In the budget estimate for 1098, it is shown as Rs. 1,97,86,200. I do not know how a reprint of the estimate worked such a difference. We have come practically to the end of our resources in raising further taxes. "The more the merrier" is a saying which does not hold good in the field of taxation. Mr. George himself has realised this and refrained from proposing further taxes. Taxation, as a well-known financier puts it, "checks enterprise and deepens despondency." What is the way out?

That the leeway has to be made up in the interest of the financial stability of the State is clear. To ensure sound finance, the stable portion of the revenues is particularly marked out and unavoidable expenditure is made subordinate to such portion. On the fluctuating and vacillating portion of the income no programme of an abiding nature can be raised. I do not see that Mr. George has kept any such principle in view.

As it is, the expenditure has necessarily to be revised and cut down. That is exactly what takes place in Mysore. So far as we are concerned, we are not unmindful of the "thus far and no further" at the one hundred and twenty fifth rupee. The upper regions above Rs. 125 form the abode of the high officials and we are not allowed to peep in there. Below this belt of Rs. 125 are a number of subordinates, from whose mouths one considers it a sin to take away their bread. Ours is thus quite an uncomfortable position. The amount budgeted for the pay of the officers and their establishments comes to about Rs. 76 lakhs and their travelling allowance to about Rs. 4 lakhs. This is an unparalleled situation. Now this does not exhaust all the evil. We are told in a lugubrious way that adequate and accurate provision has not been made in the budget for the reorganised and newly formed offices. The nature

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of the new groupings of the Magistracy will necessitate an immediate revision to make it useful for the people. In these circumstances, the only course open is to effect substantial retrenchments in the pay and allowances of officers.

PRESIDENT: May I draw your attention to the time?

MR. P. K. NARAYANA PILLAI: At the same time, let me point out that I am not actuated by any ill-will towards any officer, nor do I want to play the part of an obstructionist towards Government. The situation appears bewildering to me; hence this attempt in all sincerity to secure the interests of the governed and the governing. No financier will be prepared to acknowledge a deficit budget. Hence the fond hope of Mr. George to balance the estimates with figures as unreal as the figures with which he has rounded off the total. I would urge the necessity of Government looking below the lid of the budget and seeing whether the situation is not dismal within.

MR. K. P. RAMAN PILLAI: I rise to a point of order. The member has already exceeded his time; and it is not within the discretion of the President to give him any more time. The rule says that "no member other than the Financial Secretary shall speak for more than twenty minutes".

PRESIDENT: You are right.

MR. P. K. NARAYANA PILLAI: Then I sit down.

MR. K. C. MAMMEN MAPPILLAI: Sir, there has been a chorus of congratulations to Mr. George coupled with a good deal of criticism that he has overestimated the possible revenue of Government and that he has in several ways misrepresented the actual financial situation. So far as I can see, he has placed all the necessary materials at our disposal for us to come to a right conclusion about the matter. Making allowances for official reticence, the position has been made as clear and as lucid as anybody has a right to expect of him.

Another complaint against him is that what is really a deficit budget has been represented to be a balancing budget. In this connection, I would point out that the Devaswom Department has absorbed a considerable sum of money—a far larger amount of money than was the case last year. And if this extra allowance set apart for the Devaswom Department had been added to the general revenue, he would have been able to present a balancing budget.

There is no question that the finances of the country are really in a sorry plight. Nobody denies it and nobody can deny it. The real reason is not far to seek. The great war, with its attendant and far-reaching consequences, has affected every part of the world and it has not left our country unaffected in any direction. Owing to the after-effects of the war, the trade of the country has been affected, planting industry has been affected, and whatever little money the people had was utilised in various industrial ventures under

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the delusion that the unusual conditions of the war-period and of the armistice period would be permanently bettered. But the disillusionment was not far away and everything went down with a crash and people are now finding themselves entangled in huge and ruinous commitments. Government, composed as they are of ordinary human beings, were guilty of miscalculations. They did not at first realise that they were rushing into a deep crevice. There is no other explanation for the seemingly blind manner in which, during the past three or four years, our Government made far-reaching commitments in various directions. If the Government had been endowed with supernatural powers of vision, they could have, no doubt, seen—what ordinary mortals could not see—that these apparent signs of prosperity were not real but would be followed by a terrible reaction. There is no denying the fact that both the Government and the country are in a tight plight. There is no use crying over spilt milk. It is the duty of the Government and also of the people to see what is the best way to extricate the country from these difficulties. Government are committed to several schemes of reorganisation and expansion. There is no possibility of Government withdrawing from their obligations under any of these heads. Education and other reorganised departments are bound to cost us automatically lakhs of rupees more than they are now costing. But it is the clear duty of Government and of this House to make a very careful scrutiny of all items of expenditure and effect economy wherever practicable. We should especially take care that we are not committing ourselves with a light heart to schemes which at the beginning may appear to be very small, but which in the end may prove to have been the thin end of a wedge.

Now it seems to me that, in such an exceptional crisis, we should not be guided by *mamool*, either in Travancore or in British India. For example, I will take one department and submit a few observations as to how some drastic retrenchments may be effected therein. I do not say they are very wise or sound solutions; and the remarks are only intended to show what my idea is as to how we should proceed so as to effect radical retrenchments. I would suggest that, with the retirement in the near future of the present Director of Public Instruction, the opportunity may be taken to place the department under a competent and experienced Indian officer. If the Education Department of a far larger State like Mysore, possessing a University of its own, can be looked after by an Indian Director, there is no rhyme or reason in Travancore sticking so tenaciously to the fetish of a European head. It is possible to get men with the necessary educational qualifications and experience to be at the head of this department. In the next place, it may be desirable to get rid of the Inspector of English Schools. There are, I believe, only about 50 English High Schools and it is not a very difficult task for the Director of Public Instruction personally to supervise these schools and he has also three Assistant Inspectors who might be asked to look after the English Middle Schools. Nobody would say that the Inspector of Schools should be sent away. But there is an opportun-

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ity of utilising his services in the College in the Natural Science group. Mr. Pryde, the present Inspector of English Schools, is a competent man for that post. Some years ago, they proposed to have a chair in Physics. There was a competent Indian officer who is now the Director of Industries. He was a distinguished graduate of the Madras University and of a British University. It was suggested that he should be made the Professor of Physics. The department which he was then running was not considered to be a very indispensable department and his services there were not properly appreciated. But the gentleman eventually chosen as Physics Professor was, if my information is correct, a classmate of Mr. I. C. Chacko, possessing academic distinctions which were decidedly inferior to those of Mr. Chacko. Similarly, just now when there is a chance of utilising Mr. Pryde's services, I do not know if Government are going to avail themselves of this opportunity and thereby effect substantial economy.

Then again there is a Teachers' College at Trivandrum. It is difficult for me to see why we should have such a costly institution. There are now less than 50 High Schools; and there may be about 300 graduate teachers. If it is granted that about one-half of these have been already trained, there remain about 150 teachers to be trained. And if we admit every year 40 or 50 Travancore students for training and refuse admission to Cochin students, (so far as I know, we are not bound to admit students from Cochin for training) there is absolutely no reason why in about two or three years' time all the untrained graduate teachers cannot be trained.

MR. T. K. VELU PILLAI: Sir, there is use for a Teachers' College here. If not at present, how can we say that the future generations may not require a Teachers' College?

MR. K. C. MAMMEN MAPPILLAI: I do not say that the Teachers' College should be completely abolished. But we should not go in for avoidable extravagances. Why not have a section of His Highness the Maha Raja's College set apart for the Teachers' College? The Principal is there; the establishment is there; and there are a number of other sections such as science, etc., in the College. Training might well be made another section of the College. This is actually being done in St. Joseph's College, Trichinopoly. With regard to the training of the undergraduates, there is no harm in deputing for training in English High Schools a selected number and a training section might well be formed. These High Schools are manned by very efficient trained headmasters and there are trained assistants. These High Schools could well be asked to train undergraduate teachers. There remain the Vernacular Training Schools. Only a few students are admitted into these schools for training. There is absolutely no reason why a larger number of students could not be admitted.

I should also like to offer a few observations about Manual Training. When Mr. Green was first appointed as Manual Training Instructor by

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the then Director, Dr. Mitchell, there was a protest; but it was then given out that the appointment was only temporary, and that an Indian Assistant would be taken by the Manual Training Instructor, so that at the end of three years the Indian Assistant might be in a position to replace Mr. Green. By that time five batches of students would have been trained in manual training and they would be able to impart manual training in various parts of the country. My contention is that, in the present state of our finances, though it is very desirable to have manual training in an ideal system of education,—we do not claim to be in an ideal condition,—we should not aim at making manual training universal. There is an Indian Assistant. They say that this Indian Assistant is quite a competent hand. There is absolutely nothing wrong in dispensing with Mr. Green's services and putting in the Indian Assistant in his place to give instruction in manual training to L. T. students, just as in drawing, gymnastics and various other subjects; but we may for the present give up the idea of introducing manual training into every school in the country. I have already pointed out that the period for which Mr. Green was entertained has long ago expired.

With regard to vernacular schools, from the standpoint of the vernacular teachers, it is not possible to dispute the point that they are entitled to much better terms than they are now receiving. But looking to the finances of the department, we find it is impossible to satisfy the legitimate desire of the vernacular school teachers. I think there was an attempt recently to find out to what extent there was an overlapping of vernacular schools. I have heard that the Range Inspectors and the Assistant Inspectors of schools, who were generally responsible for the duplication, reported that none of these schools were superfluous; and the matter ended there. I would respectfully suggest that, instead of the investigation of overlapping being carried out by Assistant Inspectors, an independent officer who has had no share in bringing into existence this overlapping should be deputed to report finally. The only remedy that one can see for the present state of things is to create local boards to take charge of education. We say education ought to be universal, compulsory and free; but when the time comes to pay the piper, we draw back. This may not be feasible to-day, tomorrow, or ten years hence. But that is the only possible solution of the problem. So far as I can see, Government may keep before them this ideal with regard to the Education Department.

MR. M. K. KHADIR PILLAI: Sir, I beg permission to speak a few words on the budget. But, before that, there is the duty devolving upon me of tendering to you my hearty thanks on behalf of my community, for granting us the benefits of an expanded Legislative Council with larger and more effective powers of budget discussion, interpellation, and so forth. This session of the Legislative Council marks an epoch in the history of Travancore, as this is the first occasion when the accredited representatives of the people have been given an effective voice in the daily affairs and in the general administration of the country.

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Sir, the budget of this year must, therefore, naturally assume a new size and model. It follows a new procedure and contains a bewildering group of figures and notes. I had to go through it as a student studies a new text-book; but I submit, Sir, there is the complaint about the want of time for the study of the subject. My request is, as other members have suggested, that the budget may be put into our hands at least a month previous to the session during which it is to be discussed. Thanks to Mr. George, my study of the budget in a cursory manner at any rate has been facilitated by his speech and the memorandum attached to the budget.

The learned Financial Secretary, while reviewing the budget, referred to the large rise in expenditure to the extent of Rs. 35 lakhs in the years 1095 and 1096, against a corresponding increase in revenue of Rs. 13 lakhs only in the same period. In justification of this large increase, he said that liberal allotments were made for public works, education and the development departments during these years. I am glad that such a policy has been vigorously continued to the betterment of our State by our able Dewan; but I may be permitted to observe that the bulk of the funds in these directions goes to swell the salaries rather than in the direction of reproductive work. On a general survey of the budget, not only of this year but also of the previous years, one cannot avoid the impression that enormous sums are spent on the salaries of officers. The principle to be observed in this case is that agencies employed on production and in the distribution of wealth should be paid only as much as the general finances, consistent with efficiency, would permit. One is to ask the question who instituted these high salaries. It has been the work of the past. The present administration is faced with a difficulty. In the present administration, the services of the Deputy Chief Engineer, one Executive Engineer, and one Division Peishkar have been dispensed with. I am not of the opinion that many of these high-paid posts can be dispensed within a day; but what I would respectfully urge is that, whenever an opportunity occurs, retrenchment must be effected in the direction indicated above.

Sir, I wish to make a few remarks on the earnings of the railways owned by the State. I am not at all satisfied with the explanation given by the Financial Secretary for the loss of the revenue under railways. He says in paragraph 8 of his speech:

"While the gross traffic receipts for the year ended 31st March 1922 were really better than the receipts for the previous year, there has been enormous increase under working expenses of the line and the interest charges which we have to pay on the sterling debentures raised in England on our behalf. It may be stated here that we have no means of exercising any control over either of these classes of expenditure."

It is not enough to say that we have no control over this. I do not know whether the Government have exercised a strict audit over the S. I. R. Company's accounts or whether the agreement hastily entered into with them by a previous administration forbids us from scrutinising the accounts. Had the agreement been before me, I

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myself or, at any rate, my lawyer friends who are members of this House would have been in a position to say whether we have no right at all to look into the accounts and intimate to them our opinion on them. When I say "we," I mean the Government at least. I understand that the Cochin State was in a similar difficulty a few years ago, and it has been able to emerge successfully from that difficult situation. So far as I know, accounts are furnished by the S. I. R. Company to the State at the end of every half-year, although in a perfunctory manner. When the Cochin State found some years ago that there was an increase in working expenses against the almost stationary receipts in respect of their railway leased out to the South Indian Railway Company, they scrutinised the accounts and called for explanation from the South Indian Railway Company and threatened them with the termination of their lease. The Madras Government, I hear, interfered at this stage and the result has been much better for the Cochin State. Although, in our case, our railway agreement is interpreted as not empowering us to redeem the Shencottah-Quilon line before 1948, I cannot see how that can prevent us from closely scrutinising the accounts at least. Sir, I shall not be understood as casting any the slightest aspersion on the Railway Company but as a business-man I state that the owner has to watch his accounts.

I may also refer to paragraph 11 of the memorandum attached to the budget in which it is stated that the Agent, South Indian Railway Company, has asked for a provision of over Rs. 1 lakh relating to the Quilon-Trivandrum Railway. The agreement about this part of the railway, unlike the former one, is not disadvantageous or one-sided. The expenditure asked for is to be incurred for station buildings and goods-sheds on the railway. To my mind it appears that arrangements may be made for every permanent construction to be carried out by our P. W. D. except, of course, works of an unforeseen character. Rs. 18,000 for a trial station appears to me to be a somewhat big item.

My friends have elaborately discussed on the main sources of revenue and of expenditure; and it is therefore needless for me to reiterate their arguments by any lengthy speech. But I may make a few observations here and there. The expenditure on the Teachers' College appears to me to be a somewhat heavy one. The pay of the Vice-Principal not being intended to be utilised for such a post, as there is no such appointment at present, it is not necessary that it should find a place in the budget, and I think the amount may be used for other necessary purposes.

Mr. George has rightly put the expenditure on minor irrigation under a separate head in the group of public works. The amount allotted for actual expenditure in that direction is only Rs. 67,000, deducting of course the cost of the establishment and of tools and plant which comes to Rs. 17,000. My opinion is that larger funds should be allotted under this item. Minor irrigation works are absolutely necessary in the interests of the poor ryots. Owing to heavy droughts, the single-crop cultivation in North Travancore suffers a great deal. The *poramboke* canals lie almost dried up like the adjacent paddy fields. Such long and broad canals require funds for their repair. As things now stand, they

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are absolutely neglected. I submit that, out of the larger funds hereafter to be allotted under this head, a legitimate portion may be set apart for irrigation works in North Travancore where I have every opportunity of witnessing the condition of the ryots and of the canals lying in a useless state.

Referring to public works, I may refer to the necessity of a bridge at the Alwaye ferry. The expenses may be spread over a few years or even over several years. I submit that, if the Government will co-operate with the Cochin State for the utilisation of the railway bridge for the ordinary traffic and for the use of passengers, the people of this State as well as of the Cochin State will be greatly benefited.

Referring to the Port Department, I am sorry to find that the expense under the head comes to Rs. 32,100, against the receipts to the extent of only Rs. 23,000. A Port Officer on Bh. Rs 500 per mensem, as sanctioned in the budget, does not appear to me to be necessary. This department may with advantage be amalgamated with the Excise Department, though the accounts may be kept under a separate sub-head.

Sir, I have to say a word about municipalities. Grants are allotted from the general revenues to all except a few municipalities; and unfortunately the Alwaye Municipality is one which does not get any fund in this direction. I am led to suppose that this denial of grants to a few municipalities seems a punishment for their strict collection and thrifty habits The principle of grant-in-aid must be a general and acceptable one. Either no grants at all or grants to all must be the rule.

MR. JOSEPH PANJIKARAN: Sir, there is no gainsaying the fact that our financial condition is anything but satisfactory. But the Financial Secretary's speech, I think, is very much misunderstood. Read between the lines, his speech is a clear warning to the House to put our finances in order if we want to avoid a financial crisis. I cannot share with some of my colleagues on this side of the House the opinion that Mr. George is optimistic of our financial condition. He is equally pessimistic with any one of us and his speech clearly shows it.

Many causes have contributed to the present alarming condition of our finances. Those referred to by him have certainly contributed their share. But, Sir, allow me to say that the more substantial cause is lurking within the system itself. Our administrative machinery consists of several departments. The head of each department is in entire charge of the affairs of his department. This is a very wholesome principle in itself. But our Dewans come and go. They cannot be expected to know the details of the working of each department, and, even if they know, where is the time for them to attend to minute details? A departmental head recommends a change in his department either of policy or of organisation, and the Dewan, believing

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that such reorganisation or change of policy is necessary for the efficient working of the department, sanctions the proposed change. Unfortunately it very often so happens that the departmental head proposed the change in the mistaken belief that it was good or simply as an experiment. Changes introduced in this manner have been the main cause of our present deplorable financial condition.

A short survey of one or two of our important departments will bear out the correctness of my position and show how we have been unconsciously drifting into our present financial condition.

Take, for instance, the Police Department. When Mr. F. S. S. George succeeded Mr. Bensley as Superintendent about ten years ago, our Police Department was working satisfactorily with 3 Assistant Superintendents of Police and 50 Inspectors. Mr. George made a complete overhauling of the department. He assumed the title of Commissioner, translated the Assistant Superintendents of Police into District Superintendents of Police with one addition to their number, organised a scheme of 20 Circle Inspectors on a scale of Rs. 125 to Rs. 200 and 75 Sub-Inspectors on a scale of Rs. 50 to Rs. 80 in the place of a total of 50 Inspectors. Barely 5 years elapsed and then his successor Mr. Cunningham again raised the number of District Superintendents of Police by one and began reducing the circles. Under the present reorganisation, the circle system disappears *in toto* and the number of District Superintendents of Police comes down from 5 to 3. But the superfluous hands entertained by Mr George continue under altered designations. Four of the Circle Inspectors and two of the District Superintendents of Police are designated Assistant Superintendents of Police with the result that there is one District Superintendent of Police for every two Assistant Superintendents of Police. The remaining Circle Inspectors and Sub-Inspectors are now designated Inspectors on a pay ranging from Rs. 60 to Rs. 200 under three grades for doing identically the same kind of work. One of the results of all these rapid changes is that the demand on the State budget has risen from Rs. 3½ lakhs in 1088 to about Rs. 6 lakhs in the budget before the Council.

Now, take the Education department. The Education Code and the policy of Dr. Mitchell forced the Government to enter upon a highly costly educational programme. The result is that the Education Department today costs to the State Rs. 35 lakhs as against Rs. 13 lakhs required ten years ago. For obtaining the present rate of literacy and level of efficiency, Dr. Mitchell's costly educational scheme was, I believe, not the only course. Instances also are not wanting in this department of appointments created by Dr. Mitchell's code and policy, which are now found unnecessary, but yet retained under altered names as personal assistants, office assistants, etc.

The costly reorganisation effected in the Public Works Department during the administration of Mr. Rajagopalachari was a matter of much public criticism and needs but a passing notice. It is only now, *i. e.*, after twelve years of waste, that the Government have recognised the evil and that some retrenchment is effected as seen in the budget.

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Till now the Excise Department has been working with a staff of Inspectors, Circle Officers and 3 Assistant Commissioners Now the present Commissioner wants a new grade of 55 Sub-Inspectors between the Inspectors and the petty officers. He further wants to designate the 8 Circle Officers also as Assistant Excise Commissioners with a scale of Rs. 225 to Rs. 300 as against Rs. 150 to Rs. 200. This reorganisation will land us in a calamity similar to the one now obtaining in the Police Department and I hope that the Government will find their way to prevent it by acting on the lines recommended by the Salaries Committee.

It is in this manner that the cost of administration has gone on increasing and is allowed to go on increasing even now. The fault is not that of any single individual. There is no use in trying to find fault with the Financial Secretary for the evils of a defective system. The Dewans, if I may be allowed to say so, are compelled to give way to the plea of efficiency urged as the ground of the reforms and the changes proposed by the departmental heads. I am further strengthened in the position that I take up by the fact that the Dewan had to accept the schemes of reorganisation proposed by the departmental heads in the face of the sound lines of retrenchment proposed by the Salaries Committee.

In my opinion, nothing but a permanent committee or council of efficient men—call it by whatever name you like—sharing with the Dewan the responsibility of the administration and giving to our administrative policy a stability and continuity, can successfully combat the evil of the existing system and save the country from a financial crisis. Let us hope that the time will not be far off when we shall have such a council.

For want of such a controlling council, many evils have crept into the present reorganisation of departments. Is there any sense of proportion in fixing the pay of the Excise Inspector, the Anchal Inspector, the (lower grade) Police Inspector and the Stationary Magistrate at Rs. 125? One fails to understand the reason for fixing a travelling allowance of Rs. 40 for the Anchal Inspector and Rs. 20 for the Sanitary Circle Officer. Many other similar discrepancies may be pointed out. Such a state of affairs cannot be maintained for a long time. Reorganisations will invade us again as they have done in the past. Unless a council or committee is established, there is no knowing when and how we can get a stability in the organisations of our departments and a continuity of policy which alone can improve our financial condition.

Again, for want of a controlling committee or council, the distribution of money for public works as between the different taluks is not guided by any definite policy. If Government had a definite policy in this affair, I am sure that some of the taluks in the State would not have suffered for want of means of communication, etc. For instance, Shertallai, this House may be surprised to hear, has got only 6 miles of road all these long years. I am aware that in the budget Rs. 50,000 is allotted to the Alleppey-Shertallai canal. We do not know when hi

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canal is going to be completed. The cost estimated for completing the canal was Rs. 5,11,000. When a mile was opened at each end, a sum of over Rs. 2½ lakhs was spent. Dewan Mr. Krishnan Nair suspended the canal scheme, and a special officer was deputed to investigate a light-railway scheme. We do not know what has become of that investigation. Now the canal scheme is taken up again. But if the canal project is to be pursued in preference to our immediate need for roads, I cannot but say that it will be discarding the convenience and interests of the majority of the inhabitants of Shertallai. A road from Alleppey to Shertallai along the telegraphic line and thence to Arukutti with cross-roads would have been more advantageous to the people and less expensive to the State. If the canal is meant as opening a direct water-route from Alleppey to Cochin, it is a superfluity, so long as there is the wide and deep Vembanad Lake. A standing council or committee would have been a check to all these evils. So a council to advise the Dewan and to hold the leading strings of administrative policy is, in my opinion, the only key to the solution of the problem before the State.

MR. J. JOHN NIDIRY: Sir, it was just two years ago that the members of the Travancore Legislative Council began to exercise for the first time the privilege of discussing the State Budget. That privilege was used soon after you became the Dewan of this State and the President of this Council for the discussion of the budget. For the discussion of the budget for the year 1097, a small committee consisting of a few officials and non-official members of the Legislative Council was appointed for a preliminary informal discussion before the final discussion in the Council. Now, under the wider powers and responsibilities conferred on its members by Regulation II of 1097, we have entered upon the solemn duty of discussing the budget for the year 1098.

Thus, year after year, we have been getting more and more powers and privileges in the discussion of the budget, for which we, the members on this side of the House, feel grateful to you, Sir, for the part you have played in bringing about these reforms. Under these circumstances, I can appreciate the touching remark made by the Financial Secretary that the preparation of the budget that has been presented before us involved an unusual amount of difficulty and labour. He ought to be congratulated on the able manner in which he has discharged this onerous duty.

Though the Financial Secretary thinks that he has succeeded in making both ends meet, I think I may read between the lines of his speech that he himself is not quite sure of it. If the present gloomy condition of the money market continues for another year, I doubt whether they would meet at all, though I do not share the views of some of my honorable colleagues who fear that the fall in the revenue next year may be so heavy as Rs. 10 lakhs to Rs. 15 lakhs.

Anyhow some portion of the Financial Secretary's speech is consoling enough. We are pleased to note that Government have at last begun to feel the necessity of retrenchment, nay, even relentless retrenchment and avoidance of all waste. Whether the policy adopted by

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Government in postponing the payment of a considerable portion of the claims of our stationery suppliers is an honorable one requires further consideration. Whether it is financially sound or not would perhaps depend upon the further question whether the claim carries interest or not. The Financial Secretary has correctly felt the pulse of the people of this State when he says that there is a general impression that the expenditure of the State has been growing out of all proportion to its revenue. This is the cry we hear from one end of the country to the other. We, the members on this side of the House, feel it, and the people whom we have the honor to represent in this Council also feel it. What is the remedy for it? An economist may give an easy answer. Either increase the revenue or reduce the expenditure. Are we to impose additional taxes? Far from it. We are getting over Rs. 176 lakhs by way of direct taxation, *i. e.*, more than Rs. 4 per head of population including women and children. This is high enough. I think we have exhausted all possible methods of taxation available for a civilised people. The sole remaining item, *viz.*, the taxing of income, was also readily agreed to by the non-official members of the last Council without any opposition. Any further taxation is out of the question. The only other method I can think of for increasing our revenue is tapping our natural resources by means of enterprises like the Kallar Hydro-Electric Scheme. Reproductive works like the extension of railways even on a State debenture loan are worthy of consideration.

Thus we are forced under all circumstances to make a vigorous application of the pruning knife in every possible direction, even at the sacrifice of the much boasted and abused word 'efficiency'. I am forced to think that, in Travancore official circles, the word 'efficiency' covereth a multitude of financial and sectarian sins.

The Financial Secretary tells us that the budget results have been obtained by relentless retrenchment. I was glad to find some instances of retrenchment. But I would not call them relentless. I would call them rather retrenchments with the least resistance. We have got the latest and a leading case in point in the last issue of the Government Gazette. Though two experienced special officers appointed for the purpose, and a committee consisting of two Dewan Peishkars, one Executive Engineer, and two non-official members unanimously recommended for a less expensive and less elaborate scheme for the new Devaswom Department, we see a fully developed scheme in the G. O. with a personal assistant to the Devaswom Commissioner, gradation of officers, and the other paraphernalia we meet with in the reorganisation schemes of existing departments.

MR. V. SUBBA AIYAR: Sir, may I rise to a point of order? The member cannot discuss the administration of the Devaswom Department.

MR. J. JOHN NIDIRY: Sir, I am not discussing Devaswom administration.

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PRESIDENT: You may refer to it casually; but you should not discuss the administration of that department in detail.

MR. J. JOHN NIDIRY: I think I may with advantage suggest certain retrenchments that may be conveniently effected as occasions arise or opportunities present themselves. The amalgamation of the Sanitary with the Medical Department and the amalgamation of the office of the Registrar of Joint Stock Companies with that of the office of the Registrar of Co-operative Credit Societies may be made with profit. The Forest College may be abolished as well as the Law College Hostel. A highly-paid Inspector of English Schools with three Assistants is not necessary when we have a more highly-paid Director of Public Instruction. A Deputy Registrar in the High Court is not at all necessary when we have a Registrar and a Manager besides. I do not want to carry out these reforms to-day or to-morrow, nor have I any complaint so far as the present incumbents of these various offices are concerned.

Another reason why a majority—a vast majority of His Highness' subjects take exception to the multiplicity of offices and increases of pay to the officers is that they always look upon these with a sort of suspicion. They may be wrong after all; still there is the fact. Since the lion's share of the 40 per cent. of the State Revenue is distributed among a few favoured classes, the unfavoured classes look upon all additional expenditure with suspicion and begin to attribute motives to the authors who bring about the same. I concede that they are very often mistaken and more often uncharitable. It is with a view to avoid such misapprehension that the principle of due representation of all classes in all branches of the public service in proportion to their numerical strength, educational attainments and other qualifications, is recognised in Mysore, Madras and other parts of India. The Travancore Government also seem to have recognised this principle. The wisdom underlying this principle and the necessity of its application were amply proved by the last Legislative Council elections. As matters stand at present, it is the Proverthikar who makes or unmakes the future Legislative Council member.

MR. K. P. RAMAN PILLAI: I rise to a point of order. We are now at the general discussion of the budget.

PRESIDENT: I think Mr. Nidiry is in order.

MR. J. JOHN NIDIRY: The non-caste and non-Hindu subjects of His Highness the Maha Raja have been agitating for a long time for the opening of the Land Revenue Department to all subjects irrespective of caste or creed. We are very glad to find that Government have taken steps to redress their grievances from the beginning of the next Malabar year. The 26 lakhs of His Highness' subjects are eagerly looking forward to see, Sir, what they can expect from the present administration in this all-important matter. Some big officers have already begun to say: "After all Rome was not built in a day," and "Efficiency cannot be sacrificed for sectarian purposes". In this matter as in many others, example is better than precept. It is in the Huzur Office, Sir, and in the High Court that the sound principle of due representation should be demonstrated by example; and I am sure

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it will have a more telling effect on the unwilling officers than any number of circulars and returns regarding the subject. As for the talk of efficiency, I am losing faith in that high-sounding word. My experience with the officers of this State is mainly confined to those of the Judical Department. The Magistrates are now recruited from the clerical staff of the Revenue Department. My knowledge of the Magistrates in this land leads me to think that their judicial efficiency is not a matter for congratulation. Now that the policy adopted by Government is to separate the magisterial function from the revenue officers as far as possible, if the entire or a fair proportion of the recruitment of our Magistrates is made from the Bar, I am sure that we will soon have a better class of independent and able Magistrates.

Coming next to the policy adopted in the budget regarding the distribution of funds for roads, I have to sound a note of warning. In North Travancore, people are themselves opening many new roads known under the name of "ryots' roads". The provision made in the budget for 1098 for these ryots' roads is poor and not at all encouraging. I am afraid that, if Government do not show sufficient encouragement, this new spirit may die to the great disadvantage of the State.

Another point which I would urge upon the attention of Government is that the piecemeal system of road construction that is usually adopted by the P. W D. should be discouraged as far as possible, as it involves unnecessary waste and delay. When a road is cut, the construction of small bridges and culverts should not be left for another year. The Kadutturutti-Lalam road is an instance in point I know the road has been under construction for years together and there is much wastage owing to the protracted progress of the construction, though it is included in the list of roads that are to be urgently completed.

MR. K. PARAMESVARAN PILLAI: Sir, I rise to a point of order. We have only 50 minutes more which will not be sufficient for more than two and a half members if each member takes his full time; and there are, I understand, more than three members who want to speak. It is now 1—10 P. M. I believe the discussion on this side of the House will stop at two o'clock.

PRESIDENT: That was only a suggestion of mine. I cannot enforce it under any Standing Order. If all non-official members would speak, the official members might have to wait until the non-officials have finished.

MR. M. NILAKANDA PILLAI: Sir, while appreciating the great difficulties which were experienced by the Financial Secretary in drawing up the budget for 1098, I cannot but say that I am unable to congratulate the Financial Secretary on his budget speech. One naturally expected to find an exposition of the policy the Government are going to pursue next year in regard to the various administrative problems

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and a narration of the programme of work which they set before them for the next year. The budget speech disappointed us all in this respect. It was only a frank financial statement of an Account Officer and a correct summary of the memorandum prefixed to the budget estimate. Sir, we hope to see a change at least from next year in this respect.

Turning to the budget estimate, what strikes one first on reading through it is the skill with which a deficit budget is made to appear a surplus budget. It is an incomplete budget, because it does not contain all the transactions of the year. I refer to the liabilities of the Stationery Department. As almost all the speakers referred to it, I do not think I should speak on it any more.

It has also been clearly proved by the previous speakers that the estimated increase in the revenue next year is based upon unsafe and incorrect data, and that, without providential help, the estimated figures would not be realised. It is unsafe, nay, dangerous, to base our expenditure on such illusory and slippery basis. Sir, it is highly necessary to classify revenue into temporary and permanent revenue, in order to ascertain how far we can go in for increased recurring expenditure. Since the estimated revenues have been carefully scrutinised and commented upon by many previous speakers, I shall content myself with simply sounding a note of warning that it will lead us to inevitable ruin if we go in for any further recurring expenditure on the basis of this estimated revenue. As has been shown by other speakers, all available sources of revenue have been tapped and we have come up to a stage when any further imposition of burden on the tax-payer will spell disaster. We have to look elsewhere for an increase of revenue; and I hope the Government will accept the timely suggestion put in by Mr. Krishna Aiyangar as to the necessity for taking steps to get the terms of the Interportal Convention revised.

Turning to the side of expenditure which shows an increase of Rs. $4\frac{1}{3}$ lakhs over the expenditure for the current year, we find that, out of this Rs. $4\frac{1}{3}$ lakhs, Rs. $2\frac{1}{2}$ lakhs are provided for meeting the rise in the recurring expenditure caused by the increase of salaries due to the recent reorganisations. The total increase in the salaries is this amount of Rs $2\frac{1}{2}$ lakhs *plus* the scarcity allowance of about Rs. 6 lakhs. Let us carefully see how it is proposed to spend this amount and whether it is absolutely necessary for the efficiency and purity of the service. A Salaries Committee sat over the whole question of the establishments of and salaries in the various departments of the State with a view to suggest measures for enabling the low-paid subordinate officers of Government to meet the increased cost of living, for removing glaring inequalities in remuneration for similar work in different departments, and for co-ordinating the services in the different departments; and after elaborate enquiry they sent up a report. But the Government, instead of taking up the departments as a whole and providing for them together, took up each department separately. In this, the Government had to

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surrender to the loud clamour of departmental heads who fought with vehemence for the prestige and so-called efficiency of their departments, totally disregarding the urgent necessity for effecting retrenchment as a result of the economic and trade depression and its reaction on the State finance. They did not appear to have troubled themselves with these broad questions and it is therefore nothing surprising to find that, in the scramble for larger allotments, the main principles the Government had in view when the Salaries Committee was appointed, were more honored in their breach than in their observance. The reorganisation of the Huzur Secretariat and of the Account Office will illustrate this. If we compare the pay of the Secretaries, Assistant Secretaries and Superintendents of the Secretariat with that of the Senior Assistant and Assistant Account Officers and Superintendents of the Account Office, we find that the Account Office people are given preferential treatment as regards their pay and number. What was the principle or policy underlying this? Has the attention of the Government been drawn to this? We wish to get the explanation of the Financial Secretary on this matter. The total disregard of the recommendations of the Salaries Committee with regard to the reorganisation of the Excise Department and the acceptance in its place of the top-heavy scheme of the Excise Commissioner evidence a very unsatisfactory state of affairs. The retention of the Alleppey and Nagercoil Circles and the raising of Circle Officers to Assistant Excise Commissioners, 13 in number with enhanced pay, the creation of a new grade of Sub-Inspectors, 62 in number, intermediate between Inspectors and petty officers, with of course a show of reduction of hands in the lower grades of Inspectors, petty officers and peons, have caused an increased recurring expenditure of about Rs. 0·5 lakh on the salaries; and this just three years after a previous reorganisation when their salaries were substantially increased; and no one can look with equanimity on this reckless waste of money especially at a time when the excise revenue is anticipated to go down by Rs. 3½ lakhs. While the detecting staff has been reduced, the supervising staff has been out of all proportion increased.

Take again the Police Department. This department was very liberally reorganised only in 1089. The uselessness of having the post of Circle Inspectors having come to the notice of Government in subsequent years, their policy was announced to be to do away with this post gradually. But now, Sir, this has not only been retained, but has been given a higher status with better and enhanced pay. When everywhere the cry is retrenchment, Government pursue a policy of creating new appointments and increasing the pay of officers in the higher grades. The pay of the District Superintendent of Police has been enhanced and Assistant Superintendents of Police have been newly created with fat salaries. The efficiency and *morale* of the Police have gone down; a large proportion of crimes is left undetected; the indignities the public suffer at the hands of the Police are well-known; offending sinners are protected and a loose rein appears to have been given to them. The state of affairs that would allow constables to appear in public in their

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uniform without numbers under the very nose of the Commissioner of Police must surely have opened the eyes of all right-thinking men and set them thinking that all is not well in this department. The incident of a policeman shooting another and the culprit being retained in service will clearly show that something is rotten somewhere. Is it for this work that the pay of the Police Officers has been increased? The poor hard-working constable is sacrificed for the sake of enriching the Superintendents.

The reorganisation of the Agricultural and other similar departments will tell the same tale. There is no fixed principle or policy underlying these reorganisations. 'First come, first served' seems to be the principle that has guided the Government in these reorganisations. The departments that were reorganised first got more than those that came up towards the end. Compare the re-organisation of the Revenue Department with those of other departments. One cannot make oneself believe that all these were done after due deliberation. The objects with which the reorganisation scheme was started, *viz.*, the grant of relief to the low-paid Government servants, the co-ordination of services and the equalisation of pay, have all been forgotten. The low-paid servants have not been given adequate relief. The instance of teachers, proverthikars and constables is in point. The District Superintendents of Police and the Assistant Excise Commissioners who do the same or similar work are paid differently. While scarcely any attempt has been made towards retrenchment in the higher grades, the pay of officers of such grades has been substantially increased.

Thus, Sir, we find that this amount of about Rs. 8 lakhs will be spent more or less arbitrarily. It will be inexcusable on our part to increase the recurring expenditure to the State in this manner while the increase in revenue is unsteady and cannot keep pace with the increasing expenditure. Unless strenuous and bold attempts are now made for effecting large cuts in expenditure, the present step will surely land us in bankruptcy. Hence I appeal to this House to insist on the appointment of a retrenchment committee to go into this question of reorganisation and to keep in abeyance the reorganisation G. O's., till they are modified on the basis of the report of this committee. Meanwhile, relief may be given to low-paid Government servants drawing a pay of Rs. 50 and below on the lines recommended by the Salaries Committee.

While on the question of the service, I may be allowed to point out that much of the disunion and misunderstanding that exists among the various communities is more or less due to the unequal distribution of the loaves and fishes of office. Unless some means is devised for securing equality of opportunities to all communities in all departments in proportion to their number and importance, the inter-communal strife is bound to increase. The appointment of a Selection Board, as promised by the Dewan in his first memorable speech to the Assembly, is still a thing of the future.

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[Mr. K. Dominic Tomman.]

Passing on to the other items of expenditure, we find that, while about Rs. 8 lakhs are to be spent on unproductive works, very little worth speaking has been allotted to productive works; nay, a cut of Rs. 5 lakhs has been made in the Public Works Department which directly contributes to the material advantage of the people. The question of opening new avenues of activity to the large number of pupils that come out of the schools and the question of improving the material resources of the people have not been taken up by Government for the next year, for no provision has been made for them. The allotment for education is more or less taken up by the salaries and by the normal development of the department. The allotment for industries is mainly to be utilised for providing for the pay and establishment of the scientifically trained men newly entertained. The Financial Secretary does not tell us what their scope of work is and what arrangements have been made for them to do their work. Without this information, it is difficult to understand the utility of these appointments. In all these ways, the next year appears to be a year of dull monotony without anything special or attractive in its activities.

Before I conclude, I would like to know whether Government propose to make any attempts to obtain any kind of right to exercise some kind of control or other over the income and expenditure of the railway lines in Travancore. The Financial Secretary stops with a pitiable confession of the helplessness of the State in this matter. He does not state anywhere whether they are taking any steps towards the removal of this difficulty.

MR. K. DOMINIC TOMMAN: Sir, I take this opportunity to congratulate the Financial Secretary on the clearness with which he has placed before us the present financial condition of the Government. The chief head under which increased income is expected in 1098 is Land Revenue in which, by a more extensive sale of *puduval* lands, the Government hope to make about Rs. 2 lakhs more than in the present year. I may point out, in this connection, that there are a number of circumstances which may adversely affect this anticipated increase. As the Financial Secretary has observed in paragraph 9 of his speech, although lands were available for registry in an ample measure, there has been very little demand for land in the current year owing to the trade depression and the consequent scarcity of money. In North Travancore where most of the lands available for registry exist, the scarcity of money is sufficiently indicated by the failure of several well-known business houses and by the paralysis and stagnation which characterise a large number of once-flourishing business concerns.

This trade depression and scarcity of money have been existing for the last two or three years. We see no sign of any immediate relief in the present economic depression. On the other hand, every indication points to an aggravation of the present crisis. If, therefore, trade depression

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interfered with the disposal of land in the current year, I see no prospect of a betterment next year. The next year appears even more gloomy than the present. The condition of the ryots of North Travancore is very deplorable. The prices of all their country products have fallen very low, whereas the prices of the articles which they have to purchase from outside are very high. Unless the Government lends a helping hand at the present crisis, people see no means of salvation. The only way in my view in which this situation may be effectively relieved and greater cultivation and demand for land ensured is raising a special loan of about Rs. 50 lakhs or Rs. 100 lakhs and making it available to the ryots on sufficient and absolutely unimpeachable security. Unless Government is prepared to pay a somewhat higher rate of interest than usual, it may not be possible even for them to get money in these days of monetary stress and stringency. Whatever may be the rate Government have to pay, people will be prepared to pay one or even two per cent. more interest to them.

I also think that the unsympathetic way in which the Arms Regulation is administered in some places by refusing licenses to ryots for country-made guns and thereby making it impossible for them to protect their crops from wild beasts contributes to the deplorable condition of the ryots above referred to and to the reluctance on their part to take up *puḍuval* lands.

I may also remark that the anticipation of Government about the budgeted amount being realised from the sale of timber is sure to prove illusory. If only, Sir, you are to have a look at the large accumulations which have been rotting during the past several years in the various timber depôts of the State, you will be convinced that these stocks are not likely to bring any substantial income to the Government.

I have again my own doubts about the railway earning a profit next year as the result of raising passenger fares. The result may be the other way, to induce the people to use other and cheaper means of communication and thus to reduce the income rather than to increase it.

Such being the financial outlook of the future, we have to consider how the expenditure may be curtailed. The first suggestion I have to make is with respect to the Forest Department. The conservation of royal trees such as teak and blackwood standing on registered and private holdings is at present one of the chief duties of the department. I suggest that the system of setting apart any category of trees as royal trees may be abolished so that the Forest Department may not have to devote any attention outside reserved forests. If they concentrate their attention on the preservation of the trees within Government areas, their work will be very considerably minimised Government will then be in a position to abolish most of the forest ranges in the low country and amalgamate some of the forest divisions. Another point that I desire to bring to the notice of Government is that some reduction may be made in the allotment granted to the Agricultural Department without affecting its usefulness. I admit that this department is doing good work in certain

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[Mr. Tariatu Kunjitomman.]

directions. But in view of the fact that the people of Travancore have got the experience of centuries in pepper cultivation, I do not see any necessity for maintaining the pepper demonstration farm at Koni. We have practically nothing to learn in this matter from outside knowledge. Our peasant cultivators are themselves experts in the business. This being the case, the pepper demonstration farm is more an ornament than a necessity. Though detailed figures are not available, I think that a large amount is spent on this pepper farm. Though the Perukada cattle farm has now been in existence for a fairly long time, no appreciable improvement whatever is noticeable in the breed of the live-stock in the country. The amount allotted for the purchase of live-stock is Rs. 5,000 and for the maintenance of the live-stock Rs. 14,200. This expenditure seems to be out of all proportion to the benefits derived therefrom. Several seed-bulls are kept by private individuals in different parts of the country and grants are given to them from the Government for that purpose. All the benefits derivable from seed-bulls may be sufficiently and more cheaply derived by an extension of the grant-in-aid system.

MR. TARIATU KUNJITOMMAN: ഈ രാജ്യത്തെ ആയവ്യയഗണനപ്രത്തെ നിരൂപണംചെയ്യു വ്യയപദ്ധതിയെപ്പറ്റി പറയുമ്പോൾ സ്വപ്രധാനങ്ങളായ മൂന്നു കാര്യങ്ങൾ ഓർക്കേണ്ടതായുണ്ട്. ക-ാമത്തേ തിരുവിതാംകൂർ സംസ്ഥാനത്തെ ജനങ്ങളിൽ വച്ചു ശതമാനവും കർഷകന്മാരാണെന്നും, ഖ-ാമത്തേ ഈ രാജ്യത്തെ പ്രധാന ആദായഇനമായ ഭൂനികുതി ഈ കൃഷിക്കാർ കൊടുക്കുന്നതാണെന്നും, ഗ-ാമത്തേ ഈ നാട്ടിലെ ജനങ്ങളിൽ നൂറുക്ക് തൊണ്ണൂറാറാളുകളും ഉൾനാട്ടുവാസികളാണെന്നും ഉള്ളതാണ്. ആയതിനാൽ രാജ്യഭരണം, ഭൂരിപക്ഷഭൂരിസുഖസാധകമായിത്തീരുന്നതിന് മുൻപറഞ്ഞ ജനങ്ങളുടെ ആവശ്യങ്ങളെ മുൻനിറുത്തി പ്രവർത്തിക്കേണ്ടതു് അത്യാവശ്യമാണെന്ന് സൂക്ഷ്മമാകുന്നു. എന്നാൽ നമ്മുടെ ഗവർൺമെൻറ് ഇതുപയ്ന്തം ഇപ്രകാരമല്ല പ്രവർത്തിച്ചുവന്നിരുന്നതു്; ഗവർൺമെൻറിന്റെ ദൃഷ്ടി പ്രധാനമായി പട്ടണങ്ങളിലും പട്ടണവാസികളിലുമാണ് പതിഞ്ഞു വന്നിരുന്നതു്. ഈ അടുത്തകാലത്തുണ്ടായിട്ടുള്ള ആദായനികുതി ഏർപ്പെടുത്തുന്നതിനുമുൻപു് നഗരവാസികളായ ഉദ്യോഗസ്ഥന്മാർ, കച്ചവടക്കാർ, വക്കീലന്മാർ, മുതലായ എത്രയോ ആയിരം ജനങ്ങളും ഗ്രാമവാസികളായ കർഷകന്മാരുടെ വിയർപ്പിന്റെ ഫലം കൊണ്ടു് സുഖജീവിതം അനുഭവിച്ചു വന്നിരുന്നു. ഇവരുടെ സുഖത്തെ ക്രമേൽക്കൂടുതലായ വിധത്തിൽ അഭിവൃദ്ധിപ്പെടുത്തുന്നതിനായി ഗ്രാമവാസികളുടെ അഭ്യുദയത്തെ തിരസ്കരിച്ചു് റോഡുകളും, തോടുകളും, ആശുപത്രികളും, സ്കൂളുകളും, മുതലായവ പണിയിക്കുന്നതിന് പട്ടണങ്ങളിൽ എത്രമാത്രം പണമാണ് ഗവർൺമെൻറ് വ്യയം ചെയ്തിരുന്നതു്!

പട്ടണങ്ങളെ മാത്രം പ്രധാനമായിക്കരുതി ഭരണം നടത്തുന്നതു് കൂട്ടംകൂട്ടമായി ജനങ്ങൾ വസിച്ചു വരുന്ന ബ്രിട്ടീഷുഇൻഡ്യയിലും, വ്യവസായവും കച്ചവടവും അഭിവൃദ്ധിപ്പെട്ടിട്ടുള്ളതിനാൽ ഭൂരിപക്ഷവും പട്ടണവാസികളായിട്ടുള്ള ഇംഗ്ലണ്ടിലും, നന്നായിരിക്കാം. എന്നാൽ, വ്യത്യസ്തമായ വിധത്തിൽ ജനവാസമുള്ള നമ്മുടെ തിരുവിതാംകൂറിൽ ആ സമ്പ്രദായം ഒരിക്കലും ആശാസ്യമായിവരികയില്ല. ആയതിനാൽ സാഹചര്യങ്ങൾ മനസ്സിലാക്കാതെ മറ്റുരാജ്യങ്ങളിൽ നിന്ന് വല്ല ഭരണസമ്പ്രദായങ്ങളും ഈ നാട്ടിൽ കൊണ്ടുവന്നാൽ അതു ജനക്ഷേമകരമായി വരികയില്ല. ജനങ്ങളുടെ ക്ഷേമാഭിവൃദ്ധിയെ ഉദ്ദേശിച്ചു ചിലവു ചെയ്യുന്നതിനായി മാറ്റിവെച്ചിട്ടുള്ള പണത്തിൽ വലിയ പങ്കും പട്ടണങ്ങളിൽ

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ചിലവഴിക്കാതെ പട്ടണനീതിയിലല്ലെങ്കിലും ധാരാളം ജനങ്ങൾ പാർത്തു വരുന്ന രാജ്യത്തിന്റെ ഉൾനാടുകളിലും, പ്രത്യേകിച്ച് ഉത്തരതിരുവിതാംകൂറിലുള്ള താലൂക്കുകളിലും പൊതു ക്ഷേമകരമായ ഗതാഗതമാർഗ്ഗങ്ങൾ വർദ്ധിപ്പിക്കുന്നതിനും വിദ്യാഭ്യാസം പ്രചരിപ്പിക്കുന്നതിനും മറ്റുമായി ചിലവാക്കേണ്ടതാണ്. ആഹാരംകഴിച്ചു സുഖമായിരിക്കുന്നവർക്കു കൂടെ പലഹാരം കൂടി കൊടുക്കുന്നതിനെക്കാൾ പട്ടിണികിടക്കുന്നവർക്കു കുറെ ആഹാരം കൊടുക്കുന്നതാണ് ഉത്തമമായ ധർമ്മം.

പബ്ലിക്കുവർക്സ് ഡിപ്പാർട്ടുമെൻറിലേക്കു നീക്കിവെയ്ക്കുന്നതിനുദ്ദേശിച്ചിട്ടുള്ള ഇരുപത്തി അഞ്ചു ലക്ഷത്തിൽ പരം രൂപായിൽ എത്രമാത്രം ഉൾനാട്ടുകാരായ കൃഷിക്കാരുടെ ഗതാഗതസൗകര്യങ്ങളെ വർദ്ധിപ്പിക്കത്തക്കവണ്ണം ചിലവാക്കുവാൻ പോകുന്നു എന്നു പരിശോധിക്കുമ്പോൾ അരലക്ഷം രൂപായിൽ താഴെ മാത്രമേതുതനമായ റോഡുകൾക്കായി നീക്കിവെച്ചിട്ടുള്ളു എന്നുള്ള സങ്കടകരമായ വസ്തുത മനസ്സിലാകുന്നു. ഈ ഡിപ്പാർട്ടുമെൻറിലേക്ക് ൻവ-ൽ ചിലവാക്കാനുദ്ദേശിക്കുന്ന നൂറുരൂപായിൽ രണ്ടു രൂപാമാത്രമേ പുതിയറോഡുകൾക്കായി വ്യയം ചെയ്യുന്നുള്ളു എന്ന് മേൽപറഞ്ഞ കണക്കുകൊണ്ടു മനസ്സിലാക്കാവുന്നതാണ്. നൂറുക്ക് ൻവ-ം രൂപയും വകയ്ക്കും പഴയറോഡുകളെ നന്നാക്കുന്ന വകയ്ക്കും മറ്റുമല്ലേ ചിലവു ചെയ്യാൻ പോകുന്നതു്? ഈ ഡിപ്പാർട്ടുമെൻറിലുള്ള ആവശ്യമില്ലാത്ത ചിലവലിയ ഉദ്യോഗങ്ങൾ കുറച്ചാൽ ആ ഭാഗത്തുനിന്നും പ്രതിവർഷം ഉണ്ടാകുന്ന ആദായത്തിൽ നിന്ന് പുതിയ റോഡുകൾ തീർത്താൽ ആയത് പൊതുജനങ്ങൾക്ക് എത്ര ഉപകാരപ്രദമായിരിക്കും? മൂവാറ്റുപുഴ, തൊടുപുഴ, കുന്നത്തുനാട് മുതലായ താലൂക്കുകളിൽ നിന്ന് ഈ രാജധാനി പട്ടണത്തിൽ എത്തുന്നതിനു മദ്രാസിൽ പോകുന്നതിലധികം സമയവും ധനവും വ്യയംചെയ്യേണ്ടിയിരിക്കുന്നു. എം. സി. റോഡിനെ മോട്ടാർബസ്സ്, കാർ മുതലായ വാഹനങ്ങൾ ശരിയായി പോകത്തക്കവണ്ണം നന്നാക്കിയിരുന്നുവെങ്കിൽ ഉത്തരതിരുവിതാംകൂർകാരുടെ യാത്രാക്ലേശം എത്രകുറഞ്ഞു കിട്ടുമായിരുന്നു! തിരുവാതിരഞാറുവേലയുടെ ആരംഭത്തോടുകൂടി വയലുകളിൽ മുട്ടിനു മേൽ ചെളിയുണ്ടെങ്കിൽ പബ്ലിക്കുറോഡുകളിൽ കഴുത്തിനു മേൽ ചെളിയുണ്ടായിരിക്കും.

തിരുവിതാംകൂറിൽ വടക്കോട്ട് ചെല്ലുന്തോറും രാജ്യത്തിന് വീതിക്കുടിക്കൂടി വരുന്നതു് വടക്കൻതിരുവിതാംകൂർകാരുടെ ഭാഗ്യദോഷം തന്നെ. അവർ കാലവാരത്തിനു് അധികം ദൂരത്താകയാൽ ജലമാർഗ്ഗമായുള്ള സഞ്ചാരത്തിനും സൌകര്യമില്ല. ഇക്കാര്യത്തിൽ പ്രകൃതി അവർക്ക് പ്രതികൂലമാണ്; ഗവർണ്മെൻറും അതുപോലെ തന്നെ. ഉത്തരതിരുവിതാംകൂർകാർ അത്യൽക്കണ്ഠയോടെ പ്രതീക്ഷിച്ചിരിക്കുന്ന കൊട്ടാരക്കര-ആലുവാത്തിവണ്ടിപ്പാതയുടെ പ്രാരംഭപണികൾക്കു പോലും യാതൊരു തുകയും ബഡ്ജറ്റിൽ കാണാത്തതു് പരിഭ്രമജനകം തന്നെ.

ഇനി എനിക്കു വിദ്യാഭ്യാസത്തെപ്പറ്റിയാണ്. സ്വല്പം പറയുവാനുള്ളതു്. ആ വകുപ്പിലേയ്ക്കു മുപ്പതു ലക്ഷത്തിൽപരം രൂപാ ആവശ്യപ്പെട്ടിരിക്കുന്നതു് അധികമാണെന്നെനിക്കഭിപ്രായമില്ല. ഗതാഗതസൗകര്യം പോലെ തന്നെ വിദ്യാഭ്യാസകാര്യത്തിലും ഉൾനാട്ടിലെ ജനങ്ങളുടെ സ്ഥിതി വളരെ വിഷമത്തിലാണ്. അവരെ വിദ്യാഭ്യാസം ചെയ്യിച്ചു് മുന്നണിയിൽ കൊണ്ടുവരേണ്ടതു് രാജ്യത്തിന്റെ അഭിവൃദ്ധിക്കത്യാവശ്യമാണ്. രാജ്യത്തിന്റെ ശ്രേയസ്സു് കൃഷിയെ ആശ്രയിച്ചിരിക്കുന്നു. കൃഷിയുടെ അഭിവൃദ്ധി കർഷകന്മാരുടെ വിദ്യാഭ്യാസത്തെ സാരമായി ആശ്രയിക്കുന്നു. കൃഷിഡിപ്പാർട്ടുമെൻറിൽ നിന്നും എത്രയെല്ലാം ലഘുലേഖകളും പുസ്തകങ്ങളും പുറപ്പെടുവിച്ചാലും, അവയെ അറിയേണ്ടവർ ഗ്രഹിക്കുന്നില്ലെങ്കിൽ അതുകൊണ്ടെന്തുഫലം? വിദ്യാഭ്യാസത്തിൽ ഒരു നല്ലനിലയെ പ്രാപിച്ചിട്ടുള്ള ഉദ്യോഗങ്ങളിൽ ജനങ്ങളെ ഉത്സാഹിപ്പിച്ചു ഗ്രാൻറുസ്കൂളുകൾ നടത്തിക്കുകയും അവിടെയുള്ള ഡിപ്പാർട്ടുമെൻറ് സ്കൂളുകൾ ഉൾനാടുകളിൽ സ്ഥാപിച്ചു നടത്തത്തക്കവണ്ണം ഈ പണത്തെ ചിലവു ചെയ്യുകയും ചെയ്യേണ്ടതാണ്. ഉയർന്തരം വിദ്യാഭ്യാസത്തിനേക്കാൾ അധികം പണം താണതരം വിദ്യാഭ്യാസത്തിനാണ് വ്യയം ചെയ്യേണ്ടതു്.

LIBRARY ARCHIVES Kerala Legislative Assembly

[Mr. Tariatu Kunjitomman.]

നൂറിന് വുന്നു ശതമാനവും കൃഷിക്കാരായുള്ള ഈ നാട്ടിൽ കൃഷിയുടെ അഭിവൃദ്ധിയെ ഉദ്ദേശിച്ച് ഒരു ഡിപ്പാർട്ടുമെൻറിൽ നിന്ന് ആവശ്യപ്പെട്ടിരിക്കുന്ന ഒ ലക്ഷം രൂപാ കൂറവാണെന്നല്ലാതെ അധികമാണെന്നു പറവാൻ പാടില്ല. വിദഗ്ധനും ഉത്സാഹശീലനുമായ കൃഷി ഡിപ്പാർട്ടുമെൻറദ്ധ്യക്ഷന്റെ പരിശ്രമത്തിനും, ഇതുപേയ്യന്തം ഈ വകുപ്പിലേക്കു ചിലവാക്കിട്ടുള്ള സംഖ്യയുടെ സ്ഥിതിക്കും ജനസാമാന്യത്തിന്റെ പ്രതീക്ഷയ്ക്കും തക്ക വണ്ണമുള്ള പ്രയോജനം ഈ ഡിപ്പാർട്ടുമെൻറിൽനിന്ന് ഉണ്ടായിട്ടുണ്ടെന്നു പറവാൻ നിവൃത്തിയില്ല. പുരാതനമായി ഈ നാട്ടിലുള്ള കൃഷികൾക്കു ചിലവു കുറച്ചും ആദായം വർദ്ധിപ്പിച്ചും ആദായകരങ്ങളായ പുതിയതരം കൃഷികൾ ഏർപ്പെടുത്തിയും ആണല്ലോ കൃഷി അഭിവൃദ്ധിപ്പെടേണ്ടതു്. ഇപ്രകാരമുള്ള ഒരഭിവൃദ്ധി, ഈ ഡിപ്പാർട്ടുമെൻറിൽ നിന്ന് കൃഷിക്കാരിൽ വരുത്തീട്ടില്ലെന്നു പറയാതെ നിവൃത്തിയില്ല. മരച്ചീനി, റബ്ബർ, ലമൺഗ്രാസ് മുതലായ കൃഷികൾ, കൃഷി ഡിപ്പാർട്ടുമെൻറിന്റെ യാതൊരു സഹായവും ഉപദേശവും കൂടാതെ നാടൊക്കെ പരന്നിരിക്കുന്ന സ്ഥിതിക്ക് വല്ല നൂതനകൃഷികളും ആദായമുള്ളവയായി അനുഭവപ്പെടുത്തി കാണിച്ചു കൊടുത്തിരുന്നെങ്കിൽ ജനങ്ങൾ അവയിൽ ശ്രദ്ധപതിക്കുമായിരുന്നു. നിലക്കടല, ബാംകൂനെല്ല് മുതലായ കൃഷികളും, ഇരിമ്പുകലപ്പ, വെള്ളം പായിക്കുന്നതിനുള്ള യന്ത്രങ്ങൾ മുതലായ കൃഷി ഉപകരണങ്ങളും ഡിപ്പാർട്ടുമെൻറിൽ നിന്ന് ഈ നാട്ടിൽ പ്രചരിപ്പിക്കുവാൻ ശ്രമിച്ചു എങ്കിലും അവ ജനങ്ങളുടെ ഇടയിൽ നടപ്പിൽ വരാതിരുന്നതു കൊണ്ടു തന്നെ അവ ഈ നാട്ടിന്റെ സ്ഥിതിക്ക് വേണ്ടിടത്തോളം ആദായപ്രദങ്ങളായിരുന്നില്ലെന്ന് അനുമാനിക്കാവുന്നതാണ്.

ഡിപ്പാർട്ടുമെൻറിൽനിന്ന് വിൽക്കുന്ന വളം കൃഷിക്കാർക്ക് അതേ സ്ഥിതിയിൽ അതേ വിലയ്ക്കു തന്നെ കിട്ടാൻ പാടുള്ളതിനാൽ ആ ഇനത്തിൽ അധികം ചിലവു ചെയ്യേണ്ട ആവശ്യം കാണുന്നില്ല, നാട്ടിലെ പ്രധാനകൃഷിയായ തെങ്ങിൽ പരക്കെ ഉണ്ടാകുന്ന സാംക്രമികരോഗത്തിന് വെട്ടിക്കളയുകയല്ലാതെ മറ്റു ശരിയായ പ്രതിവിധി കണ്ടുപിടിച്ചു നടപ്പിൽ വരുത്താൻ സാധിക്കാത്തതു് കഷ്ടം തന്നെ.

രാജ്യത്തിന്റെ നാനാഭാഗങ്ങളിലും ചെറിയ ചെറിയ മാതൃകാതോട്ടങ്ങളേർപ്പെടുത്തി ആദായകരമായ കൃഷിയെയും കൃഷിസമ്പ്രദായങ്ങളേയും പരീക്ഷണം നടത്തി കണ്ടുപിടിച്ചു് ജനങ്ങളുടെയിടയിൽ പ്രചരിപ്പിക്കുന്നതിനാണ് ഡിപ്പാർട്ടുമെൻറ് ഉത്സാഹിക്കയും കൂടുതൽ ധനം ചിലവുചെയ്യുകയും ചെയ്യേണ്ടതു്.

പ്രസ്സും സ്റ്റേഷനറിയും ഡിപ്പാർട്ടുമെൻറിനെ സംബന്ധിച്ചു് ഒരു വാക്കു പറഞ്ഞുകൊള്ളട്ടെ. ഈ ഡിപ്പാർട്ടുമെൻറിലേയ്ക്ക് ഇപ്പോൾ ൪ ലക്ഷം രൂപാ ആവശ്യപ്പെട്ടിട്ടുണ്ട്. ഇതു പോലെ ഒരു വലിയ സംഖ്യ പ്രതിവർഷം കീഴാണ്ടുകളിലും ചിലവുചെയ്തു വന്നിരുന്നു. ഈ സംഖ്യ ജനസാമാന്യത്തിന്റെ പൊതുഉപയോഗം മുൻനിറുത്തി വേണ്ടപോലെ ചിലവു ചെയ്യുന്നില്ല. ഗവർൺമെൻറുവകയായുള്ള ജിയോളജി, ആർക്കിയോളജി, സെൻസസ്സ് മുതലായഡിപ്പാർട്ടുമെൻറുകളും ഈ കൌൺസിൽ സംബന്ധിച്ചുള്ള നടപടികളേപ്പറ്റിയുള്ള വിവരണങ്ങളും പൊതുജനങ്ങളും അവശ്യം അറിയേണ്ട മറനേകം സംഗതികളും, ഈ രാജ്യത്തെ ജനങ്ങളിൽ നൂറിനു ൯൯ പേർക്കും അറിഞ്ഞു കൂടാത്ത ഇതരഭാഷയിൽ അച്ചടിച്ചു പ്രസിദ്ധപ്പെടുത്തുന്നതിനല്ലാതെ മാതൃഭാഷയിൽ കൂടി പ്രസിദ്ധപ്പെടുത്തുന്നതിനു് ഈ സംഖ്യ ചിലവു ചെയ്യാത്തതു് വളരെ ശോചനീയമായിരിക്കുന്നു. ആയതിനാൽ ജനസാമാന്യം അറിയേണ്ടതായ സകലസംഗതികളും മേലാൽ മലയാളത്തിൽ കൂടി പ്രസിദ്ധീകരിക്കേണ്ടതാണെന്നു് ഗവർൺമെൻറിനെ ഓർമ്മിപ്പിച്ചു കൊള്ളുന്നു.

ഓരോ ഡിപ്പാർട്ടുമെൻറിലും നാട്ടിൽ നടപ്പുള്ള മലയാളമോ തമിഴോ അറിഞ്ഞു കൂടാത്തവരെ ഉദ്യോഗസ്ഥന്മാരായി വച്ചിരിക്കുന്നതു ജനസാമാന്യത്തിന്റെ ഇടയിൽ സഞ്ചരിച്ചു പൊതുജനഹിതമറിഞ്ഞു ഡിപ്പാർട്ടുമെൻറുകളെ നയിക്കുവാൻ ഉതകുന്നതല്ലെന്നതിനും നാട്ടുഭാഷയറിഞ്ഞുകൂടാത്തവർക്കു മറുള്ളവരേക്കാൾ കൂടുതൽ ശമ്പളം കൊടുക്കേണ്ടിയിരിക്കുന്നതിനാലും ഗവർൺമെൻറിനും ജനങ്ങൾക്കും ഒരു പോലെ ദോഷമാണ്.

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MR. A. GOVINDA MENON: Sir, a good deal has been said about the character and contents of the budget by those who have spoken before me in this House; and it will be a waste of time, therefore, for me to traverse grounds which have already been covered by them. I would, for this reason, try to confine my attention, in the first place, chiefly to the policy which underlay in the framing of such a budget, and then say a few words about the defects in the working of some of the important departments of the administration which have not hitherto received that attention which they deserve at the hands of the members of this House.

Let me begin by saying that we are at a disadvantage this year in making any very effective criticism on the budget. For one thing, we were given little time to go through the whole of its 190 and odd pages of closely printed matter; and, for another, many of us have not the necessary experience to understand its true significance and to appraise it at its true value. The well-known practice of a budget being subjected to the close scrutiny of a finance committee, composed of the officials and non-officials of a democratic assembly, before it is presented for the individual criticism of its members, has not been followed here on this occasion, I trust, for want of time. If such a course had been followed, there would not have been room for many of the criticisms now levelled against it by the members on this side of the House. A committee of the official and non-official members of this House would have been able to sift every item in the budget and to accept or reject it after acquainting themselves with its individual and collective value in the body of the budget. To such a committee, it would have been possible for Government to impart that full and correct information on all the proposals outlined in this budget which they may perhaps naturally not like to give to a large assembly like this and which is absolutely essential for understanding and judging it at its true value. May we hope, Sir, that the Government would, for these reasons, lose no time in constituting such a committee and giving it a living voice not only in the consideration of the annual budgets but also in all matters relating to the finances of this State?

Another matter on which I would invite the earnest attention both of the Government and of this House is the necessity of enlightening us as to the policy which Government intend to pursue in meeting the growing demands on the State's exchequer. It is plain from the statement of the Financial Secretary and the remarks made thereon by my friends on this side of the House that we have before us a deficit budget in a surplus garb and that, unless Providence comes to our help, we are sure to be faced with a large deficit at the end of the next year. The statement in question is silent as to the means by which Government intend to meet this deficit in the coming year. In fact, that statement is no more than an enlarged explanatory memorandum on the budget; and coming, as it does, from an official who combines in himself the functions of the Account Officer and the Financial Secretary, there is nothing in it to be wondered at. These functions are radically different and

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[Mr. A. Govinda Menon.]

their combination in the hands of a single individual defeats the very object for which they are differentiated in official nomenclature. It is high time for us to vest these functions in two separate individuals, for, without such separation, we can never hope to have any clear policy in our financial administration.

I have alluded above to the absence of any policy on the part of the Government in meeting the growing demands on their exchequer. My friend, the Deputy President of this Council, who was accorded the privilege of opening the discussion on the budget before us, pointed out one sure means of strengthening our resources. The revision of the Interportal Convention which he suggested is a measure now long overdue; and I am sure the Government would accept his suggestion and would lose no time in entering into negotiations with the British Government and in securing an adequate revenue by a revision of the aforesaid Convention.

There is another direction in which Government could exert their influence to secure the much-needed financial relief at this juncture. They cannot surely be in the hopeless position they are said to be in, in the matter of exercising any control over the working of our State Railway. Means must be found to enable this Government to exercise an effective control over its working and to secure for us a portion of the gain which the Company is said to derive by working it at present.

The third suggestion I would venture to make to augment our resources for the improvement of our national efficiency is to use the pruning knife a little more relentlessly among the items of expenditure detailed under the heads of 'direction', 'establishment' and 'contingencies' in the budget. I am well aware that such a course would engender strong opposition from various quarters and would therefore have to be abandoned in many cases at present, not because of the justice of such opposition, but because of the strength of vested interests which the adoption of such a course would injure. All the same, we on this side of the House are in duty bound to raise our voice against many items of expenditure given in the present budget, for their cumulative effect on our finances is such as would leave little in our hands for the effective carrying out of those schemes which are absolutely necessary for our national well-being. I would therefore give my full support to all that has been said by my non-official colleagues in this Council regarding the expenditure under the heads of 'salaries,' 'establishment' and 'contingencies' given in the budget and would also join in their protest against the manner in which even the available resources under the budget are distributed over the different portions of the State without looking into the comparative needs and wants of those portions.

Another means of increasing our revenues is the development of our industrial and commercial resources. I am glad to note that this subject has been taken in hand; but I regret to state that Government have

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not done as much as they could in the matter. The establishment of a properly conducted State-aided bank is a *desideratum* for the improvement of our industries and commerce, and though the Government deputed a special officer to study banking conditions in Baroda and Mysore and to draw up a scheme for establishing a State-aided bank here, and though the officer in question has already sent in his report, they do not seem to contemplate taking any action on it in the near future. I need hardly say that the establishment of the proposed bank would greatly contribute especially towards an increase in our revenue under income tax which, under the present banking conditions here, is likely to fall below our expectations for want of adequate assistance from the existing banks.

Then, again, the careful conservation and exploitation of our extensive forests would bring in a steadily increasing income to our exchequer. An economic survey of the forests is the first thing necessary in this direction. I understand that a beginning was made in this matter, but I see no provision for it in the present budget. Want of funds may be pleaded for such an omission; but it is not an item that could be so lightly brushed aside.

I shall conclude my remarks after saying a few words on the administration of the Education and the Excise Departments. In recent times, the opinion that primary education should be undertaken solely by Government has gained in volume and force and I would ask Government to give effect to it as soon as circumstances would permit them to do so. In the meantime, they should extend a more generous help to the numerous aided primary schools by increasing the grants to the extent that obtains in the neighbouring State of Cochin. Here too, want of funds may be pleaded; but that would not serve as a good excuse, as they are finding funds to help the advance of secondary and collegiate education which, in all civilised countries, are conducted mainly by private agencies at their own cost.

A word more on the excise administration and then I shall conclude my remarks. I may say I wish to deal only with that aspect of the administration which concerns the abkari income. The accounts for 1096 come to over Rs. 29 lakhs, but only a sum of a little over Rs. 22½ lakhs is budgeted for in 1098. The license fees for foreign liquor and drugs, however, amounted only to Rs. 14 and odd lakhs for 1096, while a sum of over Rs. 20 lakhs is budgeted for in 1098. I do not object to foreign liquors on the score of their foreign origin. It is the harm they work among the middle and upper classes of our society that has invited my attention to it. Is there, Sir, no way to prevent this alarming increase in the use of foreign liquors? The vice of drinking is often the parent of all other vices; and any effort made by Government to curb the growth of this evil will be greeted with hearty response from all classes of people in this country. I trust it is not beyond the means of state-craft to devise some means to decrease, if not to prevent, the consumption of foreign liquors in this country; and I hope Government would use their best efforts to achieve that end.

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[Mr. N. Kumaran.]

MR. N. KUMARAN: Mr. President, at the outset, I wish to express my appreciation of the great ability and skill with which this budget has been prepared and the lucidity and outspokenness with which it has been introduced in this House by the Financial Secretary. With commendable frankness, he has attempted to take us into his confidence and convince us that we need have no fear about the solvency of the State exchequer and that the budget that he has presented to us is the best in the circumstances of this year. He has given us a brief history of our finances for the last ten years and tried to justify the growth of large increases in expenditure. In spite of his outspokenness and suggestions, I own I am not able to share his views and consider this budget estimate unobjectionable or satisfactory. Nevertheless, at a time of trade depression and great scarcity of money, and when, as a consequence, most of our heads of revenue show no signs of revival, it is a source of some satisfaction to us that Government are attempting to meet the growing requirements of a progressive administration without resorting to any fresh taxation whatsoever.

Apart from the absence of any proposal for fresh taxation, I do not see any redeeming feature in this year's budget on which Government can be congratulated. The Financial Secretary seems to have been at considerable pains to convert a deficit budget into one with a nominal surplus. We can well picture to ourselves how long and anxiously the Financial Secretary must have been balancing himself on the financial rope until at last he was enabled to land on the right side by the help of a cut to the extent of Rs. 5 lakhs from the allotment of the Department of Public Works. The surplus of Rs. 6,500 when compared with a revenue and expenditure of very nearly two crores of rupees is meagre to a degree. Since the budgeted revenue for 1098 is only, at best, a forecast of the probable receipts based upon the actual revenue collected in 1097, it is necessarily vitiated by a good deal of surmises about the development of trade and the increase of prosperity in the country in the next twelve months. If, even in probable estimates and surmises, we are dangerously near the boundary line, I think it is as bad as our being much on the wrong side of the balance sheet.

Now, it would be useful to discover the genesis of this financial difficulty and suggest any rule, if possible, for our future guidance. I am clearly of opinion that the origin of our present troubles may be traced directly to the financial policy adopted by Government in the years of 1094, 1095 and 1096. We find that, in 1090, the first year of the war, there was a sharp fall in the revenue to the tune of Rs. 6 lakhs. In 1091, the revenue partially revived and continued to do so till 1094, at the end of which year we had a revenue surplus of Rs. 43 lakhs. These were years of war. These surpluses were not the result of normal increases in the revenue. They were realised from increased taxation and almost a forced assignment of *puduval* lands and by the starvation of certain departments. In State finance, a surplus is often not an unmixed blessing,—rather more often than not it is sure to land the State

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in serious and permanent commitments. We all know the fate of the Madras Presidency which had built up a vast surplus to be ultimately washed into the coffers of the Imperial Government. The evil of having a surplus is ordinarily something different from what befell Madras. It induces the Government to embark upon fresh expenditure either by way of developing an existing department or by way of creating a new one. A recurring expenditure necessarily follows, which, in nine cases out of ten, has again to be met by fresh taxation. A State surplus may therefore be said to be doubly cursed. The existence of a surplus of Rs. 43 lakhs at the end of 1094 enabled the Government to undertake reforms in all directions and they did so apparently in the belief that they would be able to meet the increased expenditure from current revenue. In 1095, the revenue increased by Rs. 3½ lakhs, while the expenditure jumped by Rs. 16 lakhs. In 1096, the expenditure increased by a further sum of Rs 19 lakhs, while the revenue showed an increase of only Rs. 9 lakhs. In 1097, a surplus of Rs. 3½ lakhs was budgeted for; but the revised budget promises only a bare sum of Rs. 4,400 on the right side of the balance sheet at the close of 1097. Now the Financial Secretary explains this phenomenal increase in expenditure by telling us that, in 1095, in view of the generally prosperous condition of the State and the steady increase in its revenue, Government decided to make increased allotments to various departments. If this explanation were true, our budgets of 1097 and 1098, far from occasioning so much anxiety, should have told a different tale altogether. Now wherein lies the mistake in the policy of 1095 and 1096? We should not have forged ahead with increased expenditure unless we were sure that the surplus was due entirely to a normal increase in revenue. We ought to have classified our heads of revenue according as they are more or less stable and should have confined ourselves, when incurring fresh expenses of a recurring nature, to the extent to which increase in the stable heads of revenue was available. Receipts from less stable sources may be made available for expenses in departments whose needs may not be so imperative. At least the amount that has to be spent for salaries and for some important departments must be considered a first charge, as it were, on our revenue. I would suggest a small committee consisting of members from both sides of this House going into this question and arranging the various heads of revenue and expenditure in the manner in which I have indicated above. If Government had pursued such a policy and confined their recurring expenditure to the normal revenues realised, our financial position would have been sound and satisfactory. It is always safe to go upon the well-known principle that there must be due correspondence between the condition of the people and the amount of taxes realised. Nobody could believe, except probably the Government, that, in the years of the world-war and soon after it, the prosperity of the people and their buying capacity increased by 10 to 45 per cent. Yet that was the growth in revenue. My point therefore is that no attempt was made to understand and study our financial position in those years, and I think that it would be safer if, in future, we set to ourselves certain restraints on public expenditure and I hope that the

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[Mr. N. Kumaran.]

suggestions that I have already made will commend themselves to Government.

Now, coming to the budget for 1098, its outstanding feature is a daring spirit of optimism in the face of numerous adverse circumstances to be contended against. Optimism is a question of temperament and particularly a private virtue. In a matter like the State finances, it would have been well if the Financial Secretary had made it possible for members on this side of the House also to share his optimism. It is regrettable that he did not think it necessary to do so. He could have indicated to us the reasons on which he bases his optimism for the year 1098. Left to ourselves, we cannot but regard his estimates as affording ground for serious misgivings. He has estimated increases in revenue in the assignment of *puduval* lands, in customs and in income tax. If he bases his optimism upon these sources of revenue, some providential intervention alone can render it possible and not the natural operation of any economic laws. The country is in the throes of an economic depression. Almost everything that we produce, whether raw materials or finished products, fetch only exceedingly low prices. On the other hand, the prices of all necessaries are ruling high. The people are groaning under the relentless operation of diverse economic forces. My learned friend, Mr. Krishna Aiyar, has already pointed out the reason why we unexpectedly realised an increased customs revenue this year. It is a matter of common knowledge that, owing to low prices, our export merchants were holding up for the last few years large stocks of pepper and other agricultural and mountain produce. When they found that they could not hold the stocks back any longer for fear of deterioration, they exported them in spite of heavy losses. It is inconceivable that the advisers of the Government should be ignorant of this outstanding feature of our commerce and attribute the increase in revenue under customs to a revival in trade in a year of great trade depression and stringency in the money market. Further, the registry of *puduval* lands is not as profitable an undertaking as it was some years ago, when timber was abundant in such lands and when rubber, tea and pepper were selling at very high rates in foreign markets. These conditions are bound to continue for some time to come and it is too soon to expect that we can realise an increase of revenue under this head. There is yet one other circumstance to be reckoned with. Owners of *puduval* lands, already registered, situated conveniently and accessible from public roads, have placed extensive areas of such lands on the market for sale. They are available for nominal prices and yet they hardly find a purchaser. Under these circumstances, the expectation of an increase of revenue under this head is not likely to be realised.

I should like to say a word with respect to our forest administration. In the first place, the Government have to be congratulated on placing the department under the control of a Travancorean who has a stake in the country and can remain as its head for a long time and who could, therefore, be held responsible

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for its conservation and economic exploitation. Forest is the only department which is exploiting a portion of our natural wealth for the purposes of revenue. The Forest Department should not be worked as a commercial undertaking and I think that forest revenue should not be made to order. The Conservator ought not to be told that he must be responsible for so much of revenue for a particular year. Nor should a fall in forest revenue be deemed a defect in its administration. The Conservator must have a definite policy laid out for working his department. Conservation of forests must have greater prominence in that policy than exploitation for purposes of revenue. There is a belief abroad – and I for one do not think it baseless—that our forests are being depleted rapidly and that we are nearing a time when we will be faced with a scarcity of timber as we now do of firewood. The head of a department like 'forest' should have a long number of years to enable him to consistently work out a policy. The importation of foreign Conservators has been highly detrimental to the best interests of forest administration. They cared only to show increased revenue year after year, while the conservation of the forests was left to take care of itself. There is one other point I wish to emphasise in this connection. It seems to me that much attention is not being paid by the department to the study of the conditions of the timber market. We should not place on the market more timber than we can sell for reasonable prices. A supply much larger than the probable demand will disorganise and disturb the market and result in low prices and consequent loss of revenue. I am afraid we are losing heavily every year by selling timber below the tariff rates. Standing timber in the forest will not deteriorate but will be stock held up against low prices prevailing in the market.

In regard to the expenditure side of the budget, we find that the P. W. D. is again made to serve the needs and conveniences of other departments as was done during the years of war. The Department of Public Works is really the Cinderella of the Governmental family, if I may use that expression. Objection has been raised in the course of this debate that a cut of Rs. 5 lakhs means postponement of many works of public utility. I am of opinion that Government have done wisely in cutting P. W. D. estimates, provided that it is mainly from the allotments for original construction and not from those for maintenance and repairs and provided also that they have exhausted all items of possible retrenchment. We find from the budget that they have not done the latter. Provision has been made for large increases in the establishments of several departments —particularly the Excise and the Police. The creation of so many Assistant Superintendentships in the Police Department and Assistant Commissionerships in the Excise Department, we are convinced, will neither conduce to efficiency nor lead to recognition of merits and equalisation of emoluments. It is unfortunate that most of these increased items of expenditure are not votable. But we shall be able to indicate in no unmistakable terms during the discussion on the grants that these appointments cannot have the support of the people or their representatives. I wish that these proposals regarding the creation of new salaried appointments which do not come under votable expenditure are

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[Mr. S. Adam Sait.]

placed before the public or this Council before they are finally adopted by Government. If Government thought fit to do so, much of the criticism of the budget estimates would not have arisen and our estimates would have been on the right side with no inconsiderable sum to our credit. We refuse to believe that Government have done all they could to cut down expenditure and adopt a policy of retrenchment and avoidance of all waste of public money. Sir, we are nervous about a deficit at the end of the year, as it will probably lead to increased taxation, —a contingency which should be the aim alike of this House and of the Government to avoid for some years to come.

The House adjourned for lunch at 2-7 P. M. and re-assembled at 2-53 P. M.

MR. S. ADAM SAIT: Sir, before I proceed to make my observations on the budget, I beg leave to express our thanks to Government for having allowed two representatives for the commercial and industrial classes of His Highness' subjects. It will be admitted by all that commerce and industry form the backbone of the development of the country. The importance of agriculture as a productive source of revenue has begun to decline. Hereafter the country's development depends more on the encouragement given by the State to its commerce and industries Any revenue spent on these items will be of a reproductive nature and will enhance the material wealth of the country and bring about the general prosperity of the people. It should be the policy of the Government to set apart a fairly large sum every year for the development of commerce and industries. Since my non-official brother members have already dealt with in detail the various aspects of the budget, I do not wish to cover the same ground over again. I would only add that I share their view that the budget for 1098 is not at all a prosperous one. The growth in public expenditure has been very great during the past years; and it is hoped that everything possible will be done by you, Sir, to check this ever-growing expenditure I am aware that it may not be possible all at once to cut down expenditure to a very large extent. But by adjusting the expenditure during the next few years in a proper manner, it may be possible to bring about a proper state of affairs. It may also be suggested that the promise made by you in 1096 to appoint a competent committee of ways and means to look into the financial problem will soon be given effect to.

Sir, the budget for 1097 provided for a revenue of Rs. 4 lakhs under income tax and the revised estimate amounts to Rs. 3½ lakhs, while the budget for 1098 amounts Rs. 4¾ lakhs. It may at once be pointed out that, if the Income Tax Department is properly administered, and in case the income tax officers discharge their duty reasonably, a large amount received in 1097 will have to be refunded in 1098. I beg to submit that the assessment in many cases has not been made properly. Reliable accounts of companies and respectable traders and merchants are at times said to have been rejected and

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taxes assessed indiscriminately, mostly on inferences and assumptions. Many undeserving men also have been assessed. Most of the inspectors and clerks who go about and assess income are persons who have not even the elementary knowledge of book-keeping and accounts, while the assessing officers have multifarious duties to attend to which prevent them from having a minute personal look into the matter. Some of the firms at Alleppey which were working at a loss in 1097 and which have since failed have been, I understand, very heavily assessed and many ineligible persons also have been assessed. The principles on which the incomes of traders should be taxed do not appear to have been kept in view. The assessment seems to have been made solely with a view to arrive at the estimated revenue. This is unsatisfactory and the result will not be justified. It is too much to expect a gross receipt of Rs. 5 lakhs under income tax in 1098. Although I wish to dwell at length on the various disabilities of the merchants this year, I do not proceed further at this stage, since my time is limited. I generally agree with the observations of my brother members, Messrs. S. Krishna Aiyar and P. K. Narayana Pillai on this subject.

Sir, one other matter that I wish to refer to in connection with the budget is the contract with the stationery contractor or supplier. I do not know why the Government should, in this matter, resort only to one company or firm for a very long period. Is it not possible or desirable to invite tenders yearly as is done in the case of other contracts? The prices of stationery articles have gone down considerably during the last two years. What was the rate allowed to the contractor when the contract was fixed? Is it liable to be revised and, if so, has it been revised? These are matters on which I want the Financial Secretary to throw light. Ordinarily, no contractor will allow his dues to be in arrears even though the transactions are with a Government; for, he might stand to lose his interest on the monies due. Now, in this case, does he charge any interest? If not, is it not reasonable to suppose that his selling price is enormously high so as to cover the interest due on monies reserved with Government to be received whenever this Government chooses to pay him? It is a well-known fact that recently the money market has grown very tight, and especially interest has gone up very high in England as is seen from the Financal Secretary's explanation. He says that we have to pay larger amounts by way of interest on railway loans, as interest has gone up very high in England. If so, how does this company allow money to remain with this Government? How can the company do so if it does not derive a larger profit than what the sale prices of the articles supplied would have fetched if the money had been actually received by them? These are matters that deserve the early attention of Government. It will be desirable from a commercial point of view to call for tenders year after year and to give the contract thereon.

It is seen from the budget that a sum of only Rs. 15,000 is provided under receipts from the Jail Department. This department does not

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justify such a large expenditure. There is much and greater scope for manufacture of cloths, etc., and the matter deserves to be thoroughly looked into.

With regard to the Salt Department, I agree in the observations made by Mr Hoogewerf, *viz.*, that greater encouragement should be given to the production and sale of home salt. There is one item appearing in the budget which has to be noticed. Under recoveries on account of the sale of salt, a sum of Rs. 3 lakhs was realised in 1096. In 1097, Rs. 2,60,000 is estimated to be realised, while in 1098 Rs. 2,70,000 is expected under this item. This cannot be justified at all. Besides the duty on salt and the cess levied by Government, it is hard to increase the selling price of salt by further levying an additional duty in the shape of the item recoveries. If it is said that this expenditure is incurred by Government in the Salt Department, even then such a large levy by way of recoveries is not justifiable. The expenditure on account of the Salt Department is only about Rs. 80,000 by way of recoveries, and Government are indirectly taking from the people a very much larger amount. Salt should be made as cheap as possible and this levy should hereafter be stopped. It should not be the aim of Government to make very large profits from the sale of salt which will greatly affect even the poorest classes of people. Persons who are well-versed in the salt question alone should be deputed as supervising officers in charge of salt factories.

Sir, I wish to make a few observations on the P. W. D. It will be noted that, when we have got in our forests timber in plenty, it is sheer waste on the part of the department to make a very large use of reinforced concrete which is costly. Look at the law college and the Vanchiyur school buildings. The tax-payer's money has been cruelly thrown away in unnecessary waste. Is it strange that Travancore is becoming poorer and poorer when Government do not utilise properly the money taken from the people? Sir, I must thank you for having realised this and given strict injunctions to the department not to repeat such blunders. Again, when our forests can supply a large quantity of good timber, it is extravagant that the department should indent upon private persons for purchase of timber on a large scale. This also requires consideration. Tenders for all contract works should be published in the Gazette, and a wider publicity should be given in this matter. The present method of advertisement in the offices concerned is not at all satisfactory. Sir, I take this opportunity to bring to your notice that the P. W. D. authorities of the Canal Department are not properly carrying out the provisions under the Public Canals and Public Ferries Regulation and the rules issued thereunder. Boat-owners are being harassed by petty subordinates in the department to a very large extent. The responsible authorities concerned also do not sympathetically work the provisions of the Regulation. If the present destructive policy is continued, no doubt the revenue to be derived under this item will certainly get reduced. No proper attention is given to the maintenance of canals. Canal officers seem to exist more to exploit and annoy the

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boat owners than to look after the maintenance of the canals. Because the bars at Paravur, Kayankulam and Nindakara were not kept open in time during monsoon, considerable floods have swept away large portions of Kallada and other places as well as numerous huts and buildings. One who has observed these occurrences alone could understand the real gravity of affairs. Even the small length of canals in the State—Wadai canal, Commercial canal, Quilon canal, Chavara canal, Channankara canal and other important canals,—are not properly kept and the maintenance not actually attended to, and the boat-owners and the merchants are put to great difficulties on that account. Even small *vallams* cannot at times be navigated along these canals. Reports may be made of improvements; but the canals are in fact neglected. Lights are not also properly put up and the existing lights are not properly lighted in the backwaters.

It is regrettable to find that, even with regard to the administration of our State railways, we have no controlling voice. It is found that Rs. 18,000 is to be spent on a trial station between Varkala and Kadakkavur in a particular individual's interest. I do not see the necessity for this at present. Our money is required for more urgent and useful public purposes. For instance, an extension of the railway to the centre of the town will be more desirable and is more urgent than putting up a trial station in some obscure place beween Varkala and Kadakkavur. When Government do not find funds even to improve the existing sheds, why should any money be spent on trial stations just now when we have more important public demands to attend to? My brother members Messrs Khadir Pillai, Dominic Tomman, Kochukunju Pillai and others have said in detail the various aspects of our State railway which require the earnest attention of the Government.

As to the growing expenditure of our State referred to above, I am aware that it is due to steps taken by successive administrations in the past. It may not be possible for this administration to suddenly bring down expenditure to any desirable limits. But I would request this Government to take up the matter with the help of expert advice, as was suggested by you at the Assembly in 1096. A standing committee on finance as suggested by some of the members will be very useful in this respect.

I pray the Almighty to make our endeavours an unprecedented success and to make your administration, Sir, more and more beneficial to the people of the State.

MR. N. PADMANABHA PILLAI: Sir, the financial condition of Travancore has now reached a critical stage. Anybody who has watched the affairs of this State closely could see that this position is the result of a system that was long in vogue in this land. This State has for long been pursuing a financial policy which is not based on any sound economic principle and this has always baffled even earnest attempts at economy and retrenchment. The urgent need, therefore, of the hour, is, to my mind, to do away with the present faulty and aimless system and adopt in its place a policy based on economic principles which would not

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only ensure maximum and equitable advantage, but would also act as a check against all waste.

In all civilised societies, the well-tested and universally acknowledged principle that subjects ought to contribute to the State in proportion to their respective ability is faithfully valued and acted upon. In our system this maxim is entirely overlooked. The comparative figures in the list of revenue amply testify to the statement. The lion's share of taxation falls in this country, directly or indirectly, on a particular class of people—the ryots. There are at the same time classes on whom little or no burden falls. This is not all. The system now adopted pays very little regard to the opulence of the rich and the wants of the poor. Except perhaps in the case of income tax, the principle of progression is absolutely ignored. Even here, the beneficial rule of a free minimum is only partially operative. The income tax law of this State does not recognise a free minimum in the case of incomes which exceed the minimum fixed and this in several cases occasions sacrifice of necessaries and causes great hardship. Another deplorable mark of the policy of taxation here is that in several cases the expenses for collection and the working of the machinery amount almost to the sum collected. This is a gross and violent breach of the principle of economy.

The terrible disregard of well-established economic truths will be more evident when we turn to the expenditure side of the budget. A good deal of money is here expended year after year without ensuring the maximum benefit therefrom. No principle at all is seen to underlie the policy pursued in the distribution of State finances among the various services and in the various parts of the State. While on the one hand there is dangerous starvation of useful services, there is on the other useless waste and unnecessary extragavance.

During the last ten years, the revenue of the State has risen from Rs. 138 lakhs to Rs. 195 lakhs, *i. e.*, by Rs. 57 lakhs, and the expenditure from Rs. 135 lakhs to Rs. 196 lakhs, *i. e.*, by Rs. 61 lakhs. This increase in the revenue is said to be due to the normal development of our resources, the increasing prosperity and the buying power of the people; but the particulars given to substantiate the statement belie the position. The Administration Reports of the State show that the season during the period has, on the whole, been unfavourable to agriculture and the wages of labour and prices of food-grains were greater. This is an agricultural country and the prosperity of the people here must mainly depend upon the condition of that industry. As such, I am at a loss to know how, in the face of this continued agricultural depression, a casual rise in a few items of revenue, such as excise and export dues, could be regarded as a sign of prosperity. It is seen from the financial statement that agriculture and industries which are essential to the material and moral development of the country were the services least patronised during the last ten years. I may refer here, for the sake of comparison, to a statement made by the Honourable Sir Charles Todhunter in regard to the normal growth of expenditure in the Madras

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Presidency. "Under land revenue, general administration, and law and justice," he says "the average growth for the past ten years has amounted to 5·9 per cent; under excise 6·6 per cent; under police 12·3 per cent; under education 13·5 per cent; under medical 23·3 per cent; under agriculture 28·4 per cent; and under industries 170·0 per cent."

Turning to the allotments proposed for the several services for 1098, the position does not seem to alter much. Agriculture, as I have already noticed, has been and is still the important industry in the State. The ryot contributes the bulk of the revenue. The agriculturists form about 80 per cent. of the population; and on their well-being must, therefore, depend the prosperity of the State. There has been continuous failure of crops for the past several years and the deterioration of revenue under almost all the heads to which the ryot mainly, if not entirely, contributed betrays the terrible decline of the industry. The so-called improvement under export duty which indicates an expansion in the export of our local produce also points to the same conclusion. The amounts allotted for Agriculture and Industries in the budget, though greater than in the previous years, are very disproportionate to their importance. The provision for irrigation works is too meagre. And the amount allotted for agricultural loans cannot, without more care, benefit the object for which the same is intended. I can confidently assert that people even now manage to get loans from this amount for other purposes. I should avail myself, in the interests of the agriculturists, of this opportunity to bring to the notice of the Government the need for measures to enforce the conditions of agreements entered into in this matter.

The budget before us does not seem to encourage the municipal bodies of the State to any great length. The amounts allotted are, except in one single case, simply nominal and do not bear any proportion to the revenue derived by Government from these municipal towns. The responsibilities now thrown on the municipal bodies are very great; and I submit that Government ought, in fairness, to contribute to the municipalities a definite portion of the general revenue that they derive from these towns. The townsfolk no doubt enjoy some special advantage, but it has to be remembered that they are specially taxed for the same.

Another matter for which I should have liked to see some provision made is poor relief. In all civilised countries, the relief of the poor, sick and aged forms an object of important consideration. Institutions have been built up from ages past for the particular purpose of releiving the distress and the miseries of the people. In Travancore the State motto is "Charity our Household Divinity". But based on modern ideas, the way in which that motto is exercised and help given is not praiseworthy. There are in the country a very large number of poor helpless people and I would recommend to the serious consideration of Government that the money now expended on State

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charities should be so utilised as to relieve the distress and miseries of the needy poor of the land.

In view of these suggestions, the question may naturally be asked, where the money for all this is to be found. I would answer that the necessary funds can be found by avoiding all waste in expenditure. Several members have already dealt with this matter and I shall not travel the same ground over again. I may here simply point out one or two instances which would show that a good deal of money is wasted and that waste has to be prevented. The P. W. D. is responsible for a great deal of this waste and this is rendered possible by want of efficient check of the public works estimates in the Huzur Office. I pointed out this defect in this hall nine years ago and insisted on the necessity of having a professional expert in the Huzur Office with no chance of promotion to the P. W. D; but this matter is still where it was. I would ask the members to go through the P. W. D. budget estimates of some years and the actuals of these very years. You can then see that the actuals in all these years without a single exception will be very much greater than the estimates. One of two positions must necessarily follow this—either the professional man who frames these estimates is not good at the work or there must be something wrong with the estimates themselves. The retention from 1091 to 1094, when the annual expenditure on works amounted only from Rs. 16 lakhs to Rs. 17 lakhs, of the same staff that used to do works to the extent of Rs. 26 and odd lakhs till 1090 is another instance of needless waste in that department.

Another instance of absolute waste and unreasonable expenditure is the practice of lavishing enormous sums of public money on the entertainment of foreign visitors. In England and other places where the executive are brought to account for their misdeeds, the visits of even monarchs are often treated as 'private'; and it is only on rare occasions, when some important State policy has to be shaped, that they are treated as of any public concern. On the contrary, here in Travancore, every outsider of some name who visits the State, whether a political figure, a journalist or anybody else, happens to be a burden on the exchequer though returns of similar compliments to our men are not often heard of. Equally untenable is the habit of giving away vast sums in the shape of donations and charities for objects outside the State; and this is all the more so when we have within the State hosts of miserable people who need our care.

MR. V. SUBBA AIYAR: Sir, may I point out that all these observations are out of order?

PRESIDENT: You are not quite in order, Mr. Padmanabha Pillai.

MR. N. PADMANABHA PILLAI: I shall now conclude by merely refering to one such instance more, *viz.*, the entertainment of foreigners in our service.

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MR. K. PARAMESVARAN PILLAI : Sir, I must first of all congratulate the Financial Secretary for the earnestness he has evinced in trying to make both ends meet and to produce a surplus budget for 1098. He has also been at considerable pains to show by a review of the State finances for the last ten years that there is nothing seriously grave or alarming in our financial position. How far he has been successful in his endeavours is a matter on which there is considerable difference of opinion. For the purpose of showing that there is nothing either alarming or serious in the financial condition of the State, he has invited us to an examination of the Financial transactions of the State for 10 years commencing from 1087. I must confess that that examination has left on my mind an entirely different impression. I may illustrate my point a little further. In the year 1091, the revenue of the State was Rs. 1,52,79,388 and the expenditure Rs. 1,45,75,660, thus leaving a surplus of Rs 7,03,728. It may be interesting to enquire how this result was achieved. It was not by economy in expenditure or by increasing the revenue of the State by tapping new sources of wealth without adding to the burden of the already overburdened ryot, but by arbitrarily stopping the grant for original public works in the shape of communications and buildings. We find that in that year the allotment for Public Works was reduced from 25·4 per cent. to 18·5 per cent., *i. e.*, by nearly Rs. 10 lakhs, while the establishment remained the same. The directions in which the pruning knife might have been legitimately used, *viz.*, the establishment and the annual maintenance were curiously enough left out, and the knife was mercilessly allowed to operate on original works necessary to develop the resources of the country. In 1093, the allotment for public works was only Rs 26,31,267; and in 1095, it was only Rs. 27 lakhs roughly. Thus the policy of stopping grants to original works was continued up to 1095. Had it not been done in all those years, there would have been deficits without surplus. In 1096, the P. W. D. budget was raised to the normal figure of Rs. 33,80,373 and we have as a result a deficit of over a lakh of rupees. If we also take into account the debt due to the stationery contractor, the deficit in 1096 will be over Rs. 5 lakhs. In 1097, again, Government anticipate a deficit of over a lakh of rupees unless the anticipated revenue from 'Forest' is realised. In 1098 also, the same policy of cutting down the grant for original works to the extent of Rs. 5 lakhs is proposed to be pursued; for we observe that, out of Rs. 5 lakhs, only Rs. 7,000 has been taken from the establishment charges. In spite of this cut, the anticipated surplus is only Rs 6,500. Further, even in spite of this reduction, the transactions of the year are likely to result in a large deficit, unless Government are able to realise Rs. 2 lakhs more from the sale of *puduvals*, Rs. 1 lakh from the railway, and Rs. 1¼ lakhs from income tax. Sufficient reasons have been given by the previous speakers for thinking that it is extremely unlikely that these sanguine expectations of the Government would be fulfilled. Further, I may also submit that the abkari revenue is likely to fall not by Rs. 3½ lakhs but perhaps by a considerably larger amount. The budget estimate for the year under this head is Rs 20,30,000. This is a very large amount; and,

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[Mr. K. Paramesvaran Pillai.]

taking into consideration the present agitation against tapping, which has been referred to by the Finacial Secretary himself, the abkari revenue is likely to suffer seriously. The Financial Secretary has not brought into the budget Rs. 1¾ lakhs for which the Government propose to purchase stationery for the year. Taking all these into consideration, we may well expect a deficit of not less than Rs. 15 lakhs in 1098.

Now, let us turn to our assets and liabilities. We find that the year 1087 opened with a surplus of Rs. 76 lakhs. In 1096, the net assets of the State amounted to only Rs. 65 lakhs. Of these Rs. 65 lakhs, Rs. 51 lakhs belong to the depreciated Government of India 3 and 3½ per cent. securities. This will be worth to-day only about Rs. 26 lakhs. The total net assets, therefore, will come to only Rs. 40 lakhs. What it will be at the end of 1097 we do not know. But, if we take into account the sum of Rs. 4 lakhs that will be left unpaid to the stationery contractor at the end of 1097, our assets will be further reduced to Rs. 36 lakhs, so that, whether we look at the question from the stand-point of our assets and liabilities or from the result of the annual transactions, the prospect is far from being cheerful. It appears to me that it is time that Government paid particular attention to improve this state of affairs. It is a matter of great gratification to us that Government have begun to recognise the need for economy and that a policy of retrenchment has been adopted by the State. We hope that it will be steadily pursued.

There are several suggestions which we might make in this connection for the consideration of the Government. Let us take the P. W. D. Out of the reduction of Rs. 5 lakhs in the allotment under P. W. D., as I have already mentioned, only Rs. 7,086 has been taken from the establishment. We note that the Deputy Chief Engineer, Manager, three Assistant Engineers (one was added to the Chief Engineer's establishment), 36 Supervisors, 11 Head Accountants and some other minor places have been abolished; but 1 Superintendent, 2 Sub-Engineers, 22 Overseers, and 11 Section Officers have been added. The balance of saving has evidently been used in revising the pay of the subordinate staff, so that practically no reduction of expenditure has resulted from the reorganisation. There is a general impression in the country that there is ample room for retrenchment in regard to the establishment in this Department. Instead of the pruning knife being used in the proper place, the saving has been effected by reducing the allotment for buildings (original works) from Rs. 5,60,000 to Rs. 2,91,640 (saving Rs. 2,68,360), and from the allotment under communications (original) from Rs 8,75,000 to Rs. 6,25,915 (saving Rs. 2,49,085). The result is to delay the construction of communications and buildings which are essential for the material development and prosperity of the State. This was no doubt a continuation of the unwise policy followed from 1090 to 1095. While thus a sum of Rs. 5,00,000 has been cut off from original works, the establishment charges

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remain the same, as also the expenditure on account of maintenance and annual repairs. It is here that the pruning knife should be vigorously and almost relentlessly used.

My belief is that, with proper care, supervision and control, much of the amount now lavished upon annual repairs and maintenance could be saved. In regard to the establishment, at least two more Executive Engineers and two more Assistant Engineers may be dispensed with without impairing the efficiency of the service.

I may also suggest that there are several superfluous appointments in the State which may be abolished. Some of these have been already referred to. The post of the Devicolam Commissioner, the Inspector of Secondary Schools, and the Additional Judges and Sirkar Vakils (including the Additional Head Sirkar Vakil) may well be done away with. After the appointment of the Revenue Commissioner, there is absolutely no justification for retaining the costly posts of Dewan Peishcars and the Excise Commissioner. Both these departments may be looked after by the Land Revenue Commissioner with the assistance of Division Assistants and Assistant Excise Commissioners.

I may also indicate here some of the sources of revenue which may be profitably tapped. Mention has already been made of the Inserportal Convention. This is an antiquated convention which ought to be reconsidered. I may point out that it is time for the Government also to consider whether it is not possible to revise the agreement which our Government have entered into with the Madras Government in regard to the Periyar lease which is giving us only Rs. 43,750 a year. Then there is the tea duty from which we get only Rs. 3 lakhs. I am not sure whether all these Rs. 3 lakhs come into the Travancore Treasury, because I find that, ever since the duty has been introduced, a sum of Rs. 2 lakhs is written off by way of refunds every year. I believe these refunds include a large portion of our tea duty. I hope the Financial Secretary will correct me if I am wrong. In that case, every endeavour should be made by the Government to get the full benefit of the duty.

There is room for expansion in the forest revenue also. This revenue has been fluctuating very much in recent years. It rose from Rs. 6 lakhs in 1092 to Rs. 10 lakhs in 1094 and since then it has been steadily falling, so much so that in 1096 the net revenue was only Rs. 3,56,260, while it was Rs. 7,09,519 in 1095. From 1097 it seems to show signs of improvement. The revised estimate of 1097 shows a net revenue of Rs. 5,51,900, while the budget estimate for 1098 is Rs. 6,09,500. I hope that the present Conservator who is luckily one with permanent interests in the State will spare no pains to maintain a steady increase of revenue in his department.

Reference has, of course, already been made to the railway receipts. It is a matter which should receive the earnest consideration of Government as to whether it is not possible to revise the agreement with the South Indian Railway Company, whereby we can have some effective control over the receipts and expenditure of the Railway Depart-

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[Mr. V. Kunjukrishna Pillai.]

ment. Unless that is done, I am afraid the expectations of Government in regard to the receipts from the railway for 1098 will not be fulfilled, because there is great leakage in this matter. I cannot help saying that the system of management of the line from Shencottah to Trivandrum is very loose, and that there is ample room for improvement. I have been a constant traveller in this line from Trivandrum to Quilon ever since the line was opened. I have been taking a trip almost every week-end. During all these years, I never saw any checking of tickets except once or twice. Corruption prevails to an inordinate extent. There is absolutely no control, check or supervision in this matter. Hence it is absolutely necessary that we should endeavour to get some control and supervision over the management of this railway.

The Kannan Devan Hills Concession is another matter on which some attention should be concentrated. 214 square miles of excellent land have been given to a European company without any benefit to the State. A resettlement of this area is likely to bring in some revenue.

I have merely tried to indicate some sources of revenue which may be usefully tapped and some lines in which retrenchment may be effected. In the present state of the finances of the country, it is the duty of the Government to bestow their fullest attention on the matter of increasing the revenue of the State without adding to the burdens of the tax-payer as also on the matter of reducing expenditure. I have no doubt that Government are as anxious as the members to achieve this; and I hope this anxiety on the part of the Government will materialise and take some practical shape.

MR. V. KUNJUKRISHNA PILLAI: Sir, this is the first time that I have an opportunity to take part in the discussion of the budget. Several of the members of this House have dealt with the budget yesterday and to-day and they have threshed out the details with masterly care and ability. I have very little to add to what they have already placed before this Council.

There are, however, two or three topics on which I wish to say a few words. The first topic is concerned with the reorganisation of certain departments. As soon as the present Dewan took charge of the administration, he was convinced that the salaries of officers were disproportionate; and he appointed the Salaries Committee to revise the salaries of officers and the pay of the subordinate services. This committee cost the Government several thousand rupees. They investigated the whole question and suggested a scheme of improvement. But the Government was satisfied with piecemeal reorganisation. This kind of tinkering work is not satisfactory and the result is that some of the departments were benefited at the expense of others. The Excise Department is an instance in point. No doubt, it is a department which brings a good revenue to the State; but that is no reason to

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increase the pay and status of officers when those in other departments are doing work of equal importance. There was no reason why the Circle Officers should have been made Assistant Commissioners and given an increase of pay.

The budget shows that the P. W. D. allotment is cut down by Rs 5 lakhs. But one should have expected to see a proportionate number of officers reduced. But that has not been done; and I cannot help saying that these officers, having much less work to do, will be spending their time in a gallant fashion. This is not a thing which the tax-payer can witness without emotion.

The appointments provided for the Police Department also call for careful scrutiny. To my mind, work depends not merely on the position and salary of officials, but also on their patriotism and diligence. It is the prime duty of Government to see that they get their money's worth from their officers.

I have been listening to speeches made in this Council by several of my friends. They all harp on the same string and cry out that the finances of our State are becoming poorer and poorer. This statement contains a great deal of truth. In my humble opinion, the Government alone is the cause of this deterioration. When we put a boy to school, we calculate how much money we will have to spend on his education until he becomes a graduate. We take care to make a safe and reliable forecast. We think ahead for 10 or 12 years. In the same way, we have to look into the future, with very much greater care; because 10, 20 or 30 years is a very short time in the history of a State. It is for this vision of the future that we appoint qualified men in responsible posts. I wish, Sir, that such stories will not be narrated in this Council any more. I am surprised, Sir, to be told by the Financial Secretary that Rs. 25 lakhs have to be written off on account of depreciation of securities. I wish to ask you, Sir, if the fall in the money market has been the work of a day. I submit it is absolutely impossible. Now, had not the Financial Secretary a clear duty to take a thought about these large sums and to withdraw the money in case there was going to be a fall in the value of the securities? If that has not been done, the fault is not that of the people; and I would submit that Government themselves are responsible for this heavy loss. I have no more to add to the present discussion, and I hope this Council will consider these facts when demands are made for grants.

MR. N. RAMAKRISHNA PILLAI: Sir, the speech of the Financial Secretary in introducing the budget has thrown scarcely any more light on the financial condition and prospects of the State than what is gatherable from the abstract of the statements in the budget estimate put into our hands. We believe that the reasons given in the budget estimate are the only grounds on which a forecast of the income and expenditure has been made. The budget for the coming year is certainly a deficit budget in spite of the expectation held out that

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the revenue is likely to exceed the expenditure by a nominal surplus of Rs. 6,500. From the way in which income has been forecasted during the next year, we can make a fairly good conjecture that it is bound to fall considerably short of the Financial Secretary's calculation. For example, under the head of Land Revenue, an increase of two and odd lakhs of rupees is expected, mainly under the sale of Government lands and gain on the sale of paddy at market rates. While the latter source is not likely to yield any considerable amount, the sale of *puduval* lands depends entirely on an increased demand for land. When we remember that there was a fall to the extent of Rs. 1½ lakhs in the anticipated sale of *puduval* lands during this year and that there is absolutely no sign of any improvement in our financial prospects, this expectation depends for its fulfilment upon providential intervention alone. The same optimism is also observable in the Financial Secretary's calculation of a revenue surplus of Rs. 1¼ lakhs under the head of taxes on income. In regard to Forest, an excess of Rs. 20,000 is forecasted on the assumption that we are likely to obtain better prices for timber during the next year. While there has been a serious fall in the expected income from Stamps and Registration in 1097, the Financial Secretary expects an increase under these items for the very same reason. Though there has been a great fall under mining receipts during the course of this year, it is anticipated that this source is going to yield more than Rs. 26,000 in the next year. In regard to the income under irrigation works and railways, though the expectations are based on surer grounds, there is reason to doubt whether the amounts expected would be realised. Thus, when we are actually confronted with a deficit to the extent of Rs. 8,30,700 under all these heads in the anticipated income for 1097 on account of trade depression and monetary stringency, we are told that we may anticipate an income of Rs. 7,72,600 from these very same sources in 1098 by a fortunate change in our economic situation. When we also remember that our long overdue debt to our stationery contractors could not be provided for in this hopeful budget, it is not easy for us to get over the fear of bankruptcy referred to by the Financial Secretary in his opening speech.

When we realise that the expectations on which the present "budget without a deficit" is framed are illusory and that the failure to realise this anticipated revenue would result in a deficit to the extent of nearly Rs. 10 lakhs, the note of warning sounded by the Financial Secretary in the following passage becomes ominous:

"There is the clear necessity that, in order to meet the increased demands of the future, we should exercise strict economy in expenditure and effect all reasonable retrenchments which would not impair the efficiency of the essential services, while endeavouring at the same time to improve our revenue resources. That we have already begun to act on these lines will be evident from the fact referred to later on, *i. e.*, that we have been able to convert what should have been a deficit budget for 1098 into a budget without a deficit."

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We are thus told that the first serious step taken is to convert what should have been a deficit budget for 1098 into a budget without a deficit. We have not been convinced by the way in which the figures for the forecasted income have been arrived at. The only reason for anticipating an increase of revenue wherever a decrease is found in the revised estimate of 1097 is, as we have seen, the assumption that the economic conditions now prevailing will improve and that the new year will be a year of prosperity for the people. It does not appear to us to be sound finance to budget for an expenditure on the assumption that the necessary amount could be obtained by a change in our fortune. According to the Financial Secretary's own version, the figures for expenditure have been arrived at after making "all possible cuts consistent with efficiency." This obviously means that no further reduction in expenditure is possible even if the anticipated revenue is not forthcoming.

The new budget gives us no indication whatever of the way "to improve our revenue resources" to meet our present situation. Indeed, all possible resources have been tapped and any new imposition of tax will be unbearable. The only way to escape the difficulty that confronts us is to reduce the expenditure still further so that we may not be left to depend solely upon the expectation of a change in our circumstances.

I think the Government have not been able to achieve this in spite of the Financial Secretary's protestations to the contrary. Several reductions in expenditure could have been made without in any way impairing the efficiency of the service or obstructing the task of the administration. Comparing the expenditure for the year 1097 with that budgeted for the ensuing year, we have not been able to see 'cuts' of any large amount except perhaps in respect of the P. W. D. to the extent of Rs. 5 lakhs. In spite of the increased expenditure on account of the recent reorganisations, we believe it was possible to effect considerable reductions in the Land Revenue and several other departments of administration. I think that reductions could have been made if "the reforms in the direction of increasing the efficiency of administration and improving the tone of the service" had proceeded on a more satisfactory basis. The increase of expenditure in almost all the departments of the service is mainly due to the increase of pay and allowances to the officers and staff. We believe that the good intentions of Government in this respect have been frustrated by their solicitude for the welfare of their high-paid officers and that a host of their low-paid servants in the subordinate service remain as discontented and unhappy as before. The number and pay and allowances of several of the high-paid officers could have been reduced without in the least impairing the efficiency of the administration. There are still several offices which could very safely have been dispensed with and there are some which need not have been created. It is needless to pursue this subject any further as I hope the attention of the Government will soon be invited to this subject in the course of the coming discussions.

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The largest expenditure appears to be on account of education; and on this subject I would say a few words before I close. The new budget has provided for an increased expenditure of Rs. 2,87,000. The expenditure on education has gone up to such an alarming extent as to necessitate the appointment of an Expenditure Committee in 1094, "to revise the expenditure with a view to avoid all avoidable expenditure." The expenditure of Rs. 9½ lakhs in 1087 has now come up to Rs.35 and odd lakhs. While we are anxious to spend as much on education as lies in our power, we are also anxious to see whether we get the full benefit of this huge expenditure.

We find that, owing to the reorgainsation of the department, an increased expenditure of more than Rs. 2½ lakhs has been incurred. In spite of this huge increase, the old complaint that the vernacular school teachers are very poorly paid has not been removed. The primary school teachers get, under the revised scheme, a pay of Rs. 14 - a pay which is only equal to that of the daffadar and the mochi in the Director's office or that of the cook in the Girls' College Hostel. Vernacular education has unconsciously been given a set-back by the way in which the present reorgainsation has been effected. While the Vernacular higher certificate holders are declared to possess the same qualification as the English school leaving certificate holders, it seems inequitable to place the former class of teachers on a lower footing by giving the latter a pay of Rs. 25 rising to Rs. 50, while the majority of the former class of teachers have to be content with Rs. 18 and Rs. 22, though a very small number of them have been provided with the maximum of Rs. 40. The incentive to work has been taken away by this differentiation. It would certainly have conduced to the efficiency of the service if the pay of the vernacular school teachers had been raised a little more so as to enable them to discharge their duties more willingly and contentedly. It is not at all strange that they should have given expression to their sense of disappointment and sorrow at the way in which their pay has been revised and it is deplorable to find that this disappointment has been accentuated by the extremely severe punishment recently meted out to some of those poor teachers. We think it would have been possible to effect considerable reduction in expenditure even after making better provision for the Vernacular school teachers if reductions in expenditure under the higher grades of the service, especially in the controlling staff and the college department, had been made.

Though Government were ready to give effect to the recommendations of the Expenditure Committee to reduce the Range Inspectors, this reduction in expenditure has been counterbalanced by the increase in the Director's and the Inspector's staff. We are legitimately entitled to ask why the Director who gets such a huge salary and allowances should be given a Personal Assistant with a pay and allowance of Rs. 350 a month in addition to an Office Manager on Rs. 125 to Rs. 150. If the intention

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of Government is to set the Director free to enable him to think and work out vast schemes of improvement in the educational system of this country, this liberal reform may have a semblance of justification. So far as we have been able to see, except the task of keeping the machine going, our educational system, in spite of similar relief once before given, has not been benefited by any substantial and useful reforms from this quarter; and we believe that the administration of this Department could be carried on without adding any more to the cost of this establishment.

Similar reductions could be made by the abolition of the costly office and establishment of the Inspector of English Schools and of the posts of half a dozen Assistant Inspectors without in any way impairing the efficiency of the educational service. The suggestions of the Expenditure Committee in regard to cases of overlapping and co-ordination of schools, if carried out, may also enable us to make further reductions to a considerable extent.

In regard to the college department, the long-standing complaint remains that there are more professors and tutors than are necessary, and that, in spite of their number, admissions are denied to a very large number of students year after year. Either the staff of the college should be reduced or some arrangements should be made to make the college more serviceable to the people. The principle of appointing only qualified lady graduates in the college department of the Women's College in accordance with the bye-laws of the University has to be strictly enforced.

There are several other reforms which could be suggested and which need careful consideration—reforms which, while widening the scope of education, would also enable us to cut short this great and steadily increasing expenditure. As we shall have occasion to discuss this question again during this session, I do not propose to pursue this subject any further.

This is only an illustration of the fact that retrenchment and reform in several departments of the service are absolutely necessary and that the budget of expenditure requires very careful revision before it is finally passed.

REV. FR. KURIAKOSE VETTIKKAPALLI: Sir, we have been given to understand that the Government found it a very hard task to make both ends meet in the present budget. So they deserve to be congratulated on the success they have achieved in presenting such a well-balanced budget for the coming year. But I do not think they should be congratulated for all the ways and means they used in securing such a result. I do not want to enter into details and take up the time of the Council by going over the same ground traversed by so many of my honorable friends on this side of this House who have given such lucid statements of the whole situation.

My opinion is—and that is the opinion of all my friends with whom I have been speaking about the matter—that our administration is top-heavy, and that many of the higher appointments may be done away with in a State like ours, without in any way impairing the

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efficiency of the administration. Whether it be the P. W., the Police, the Excise, the Education, or the Land Revenue Department, I have not the smallest hesitation in saying that at least half the number of the higher offices in every one of these branches could be cut short with impunity. Again, a good deal of money is sinfully wasted on costly and ornamental buildings.

Now, it seems from the budget that, instead of the pruning knife being applied to such unhealthy growths, it has been used in the wrong places. Communications, Sir, I need not say, are quite essential for the development of the country. Members of the Sri Mulam Popular Assembly have been year after year bringing forward before the Government the necessity of having roads, etc., to open up the country. I beg to submit, Sir, that North Travancore, especially the two taluks of Kunnatnad and Todupuzha that I represent, are the worst off in this respect. Grants that had been sanctioned are now withheld for, as would appear, want of funds. I shall state two specific instances. Two or three years back, a road six miles long was sanctioned from the Alwaye-Vengola road to Kizhakkampalam joining it up with Puthenkurisu. About a mile of it has been completed and the retrenchment policy leaves it this year as it is, although it is a very important road especially in view of the fact that the new Stationary Magistrate's Court having jurisdiction over all these parts is to be located at Alwaye. The distance from Puthenkurisu to Alwaye by the existing road is 22 miles, whereas the proposed road will make the distance shorter by one-half. The next important road in my constituency that has been left out on the score of retrenchment is the Angamali-Manjapra road. The road was sanctioned as a result of repeated representations. Manjapra in Kunnatnad is an important place and the difficulty of access to it at present is very great indeed, as could be testified to by some of the Land Revenue, Police, or Excise officers here present. From the budget we see also that, when communications are sometimes sanctioned, they come with a vengeance, as is the case of Shertallai which is to have a most costly canal with doubtful utility. The budget provides an allotment of Rs. 18,000 for the reconnaissance survey of the railway line from Trivandrum to Nagercoil, while no provision whatever is made for the survey of the much-talked of and very necessary line from Kottarakara to Alwaye. This omission has greatly disappointed the North Travancoreans. South Travancore, which is known as the paradise of motorists, is intended to be further given greater facilities. Sir, I do not think it good principle to sacrifice necessaries to procure luxuries. It is a sense of proportion that appears to be wanting in the adjustment of our requirements. I beg to draw the attention of the Government to this as a serious matter.

MR. T. M. CHIDAMBARATANU PILLAI: இந்த நாட்டிலுள்ள ஜனங்கள் செலுத்தவேண்டிய தீர்வையின் பாரம் பற்பல வழிகளிலும் நாளுக்குநாள் ஏறிக்கொண்டே வருகின்றது. இதனுண்மை ராஜ்யபரிபாலனம் ஆண்டுக்காண்டு பெருகிவருவதிலேயே நன்குவிளங்கும். இவ்விதபகுவான தீர்வைகளைத் தாங்கும்படியான சக்தி இந்நாட்டாருக்கு

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ச்சிலிதம் இல்லை யென்பதைப்பற்றி இந்த ஸபையில் இதற்குமுன் பேசின பொதுஜனப் பிரதிநிதிகள் விஸ்தாரமாகச் சொல்லியிருப்பதுண்டு. ஆதலால் குடிகளுடைய செல்வநிலையின் உண்மை இன்னபடியிருக்கிறதென்று அறிந்து அதைச்சீர்படுத்துவதுவரையிலும் தீர்வைகளை இன்னும் அதிகப்படுத்தக்கூடாதென்று தெரிவித்துக்கொள்ளுகிறேன். ஜனங்களின் செல்வநிலையைப் பெருக்குவதற்கு க்ருஷி க்கு தொழில் முதலியவைகளைப்போல் முக்கியமானவை வேறொன்றுமில்லை. ஆதலால் அவைகளை அபிவிர்த்திசெய்வதில் கவெர்ண்மென்டார் கண்ணுங்கருத்துமாயிருக்கவேண்டுவது மிக அவசியமாம். க்ருஷி அபிவிருத்திக்காக அந்த டிப்பார்ட்மென்டிலிருந்து பல நன்மையான காரியங்களும் செய்துவரப்படுகின்றன. ஆனால் அந்த டிப்பார்ட்மென்டார் செய்துவரும் முயற்சிகளின் பூர்ணபலனை நாங்கள் அனுபவிப்பதற்கு ஏற்பட்டிருக்கும் இடையூறுகள் பலவாம். அவர்களுடைய உபதேசங்களைப் பின்பற்றி நாங்கள் க்ருஷிசெய்யவேண்டுமானால் க்ருஷிக்கு இன்றியமையாததான நீர்ப்பாய்ச்சல்சௌகரியங்கள் எல்லாம் எங்களுக்கு வாய்க்கவேண்டும். அவ்விதமான சௌகரியங்கள் வேண்டுமளவு இப்பொழுது இல்லையென்றுமட்டும் சுருக்கமாகத் தெரிவித்துக்கொள்ளுகிறேன்.—

சுமார் இரண்டுகோடி ரூபாய்வரையிலும் முதலெடுப்புள்ள இந்த நாட்டில் உணவுப் பொருள்கள் உண்டுபண்ணுவதற்கு முக்கிய உதவியாயிருக்கிற நீர்ப்பாய்ச்சலஸம்பந்தமான சில்லறை வேலை (Minor Irrigation works) களுக்காக 1098-ட்ஜட்டில் 50000 ரூபாய் மட்டுமே அனுவதித்திருப்பதாகத் தெரிகிறது. இது மிகவும் சிறிய தொகையாம். மைனர் இரிகேஷன் வேலைகள் மிக முக்கியமானவைகள் என்றும் அவற்றிற்காக ஏராளமான முதல் செலவு செய்யவேண்டுவது மிக அவசியமானதென்றும் கவெர்ண்மென்டாரிடம் பற்பல ஸந்தர்ப்பங்களிலும் தெரிவித்திருப்பதுண்டு. ஆயினும் கவெர்ண்மென்டார் அவ்விஷயத்தில் போதுமானபடி கவனம் செலுத்தாதிருப்பது க்ருஷிகருக்கெல்லாம் மிக்க மனவருத்தத்தை உண்டுபண்ணுகின்றது. ஆதலால் மைனர் இரிகேஷன் வேலைகளுக்கு க்கூடுதல் தொகை அனுவதிக்கவேண்டுமென்று அபேக்ஷித்துக் கொள்ளுகிறேன்.

இனி, பள்ளிக்கூடவிஷயமாக இரண்டொருவார்த்தைகள் சொல்லவேண்டியதுண்டு. அலங்காரமான கட்டிடங்கள் செய்வதில் அளவிறந்த முதலை வாரியிறைப்பது நன்மை தரமாட்டாது. ஸாதாரணகட்டிடங்கள் அமைத்தல் போதுமானதாம். பள்ளிக்கூடத்தில் இடமில்லாத காரணத்தால் வெளிநாட்டுக்குச் சென்று கஷ்டப்பட்டுவரும் சிறுவர், சிறுமிகளின்மீது இரக்கம் கொண்டு இவ்விஷயத்தில் கவெர்ண்மென்டார் சற்று கவனம் செலுத்துவார்களென்று நம்புகிறேன்.

தமிழ்மொழி பெயர்ப்புக்காகத் தனிப்பட ஒரு உத்தியோகஸ்தரை நியமிக்கவேண்டுவது மிக அவசியம். பக்கத்துக்கு ஒரு ரூபாய் கூலி கொடுத்து இவ்வேலையை நடத்திவருவது, இரண்டு கோடி ரூபாய் முதலெடுப்புள்ள ஒரு பெரிய கவெர்ண்மென்டாருக்கும் அவர்களுடைய ஆளுகையிலிருக்கும் 3 லக்ஷம் தமிழருக்கும் கௌரவத்தைத் தாதென்பது சொல்லாமலே விளக்கும்; லாபம் தானுண்டோ என்பதும் இனி அறியவேண்டும் காரியமாகவிருக்கிறது.

[Mr. P. Paramesvaran.]

MR. P. PARAMESVARAN: Sir, അടുത്തയാണ്ടത്തെ ബഡ്ജറിനെപ്പറ്റി എനിക്കുള്ള അഭിപ്രായത്തെ അറിയിക്കുംമുമ്പെ ഒരു പ്രധാനകൃത്യം നിവ്വഹിക്കേണ്ടിയിരിക്കുന്നു.

ഞങ്ങളുടെ പ്രത്യക്ഷദൈവമായ പൊന്നുതിരുമേനിയുടെ കൃപാകടാക്ഷത്താൽ അവിടുത്തെ വാത്സല്യമേറിയ പ്രജകളായ ഞങ്ങൾക്ക് പുതിയ നിയമസഭ എന്ന രൂപത്തിൽ കല്പിച്ചരുളിച്ചെയ്തിരിക്കുന്ന ഈ അനുഗ്രഹത്തിനായി ഞാൻ എന്റേയും എന്റെ സമുദായത്തിൽചേർന്ന സകലരുടെയും ഹാർദ്ദമായ കൃതജ്ഞതയെ അറിയിച്ചുകൊള്ളുന്നു. പ്രജാസംരക്ഷണത്തിനായി സദാ ജാഗ്രൂകനായിരിക്കുന്ന പൊന്നുതിരുമേനിക്കും അവിടുത്തെ സന്താനങ്ങൾക്കും സർവ്വേശ്വരൻ ആയുരാരോഗ്യൈശ്വര്യങ്ങളെ വർഷിക്കുമാറാകട്ടെ.

അനേകം തരത്തിൽ ഉള്ള പ്രജാവിഭാഗങ്ങളിൽ എണ്ണംകൊണ്ട് അപ്രധാനമല്ലാത്തതായിരുന്നാലും ലൌകികൈശ്വര്യങ്ങളിൽ പിന്നോക്കത്തിൽ ഇരിക്കുന്ന ഈഴവസമുദായത്തിന്റെ നേക്ക് ആ പൊന്നുതിരുമേനിക്കും അവിടുത്തെ പൂജ്യമന്ത്രിസത്തമനായ സ്വാമി അവർകൾക്കും കൃപയുണ്ടായിരിക്കുന്ന എന്നുള്ളതിനെ ഈ സമുദായത്തിൽനിന്ന് രണ്ടു മെമ്പർമാരെഎങ്കിലും നിയമിച്ചതിൽനിന്ന വ്യക്തമാകുന്നുണ്ട്. ഈ വിധം കൃപയ്ക്ക് ഈഴവസമുദായം ഒട്ടാകെ പാത്രമാണെന്നും, ഇതിലും കൂടുതലായ പലവിധ അനുഗ്രഹങ്ങൾ സ്വാമി അവർകളുടെ മന്ത്രികാലത്തിൽ ഈ സമുദായത്തിന ലഭിക്കുന്നതാണെന്നും ഞാൻ എക്കാലത്തും സ്വകൃത്യത്തെ നിവ്വഹിച്ചുകൊണ്ടിരിക്കും എന്നും ഞാൻ ഉറപ്പുപറയുന്നു.

ഈ സമുദായം പ്രകൃത്യാ രാജഭക്തിയിൽ കുറഞ്ഞ പ്രജകളുടെ സമുദായം അല്ലെന്നു തിരുമനസ്സറിയിക്കാൻ ദയ ഉണ്ടാകണമെന്ന് അപേക്ഷിക്കുന്നു.

ഇനി ബഡ്ജറിനെപ്പറ്റി പറയാം. ഞാൻ ഇതിനെ വായിച്ചു നോക്കി കണക്കുകൾ മനസ്സിലാക്കുകയും സെക്രട്ടറിഷ്യൽ സിക്രട്ടറി ഇതിനെപ്പറ്റി വായിച്ച പ്രസംഗം മനസ്സിരുത്തി ഒരിക്കൽകൂടി വായിക്കയും ചെയ്തു. അടുത്തയാണ്ടത്തെ ബഡ്ജറിൽ വരവിനെ കവിഞ്ഞ ചിലവുണ്ടാകുന്നില്ലെന്ന തന്നെയല്ല, സ്വല്പം ചിലവു മിച്ചവും കാണുന്നു. അടുത്തആണ്ടത്തെ പിരിവിൽ ആകട്ടെ ചില ഇനങ്ങളിൽ ഈയാണ്ടത്തെക്കാൾ കൂടുതലും ചില ഇനങ്ങളിൽ വലിയ കുറവും ഉണ്ടായിരുന്നിട്ടും ഈയാണ്ടത്തെക്കാൾ നാലുലക്ഷം രൂപാ കൂടുതൽ കിട്ടും എന്ന കാണുന്നു. വരവിനത്തിൽ ഈയാണ്ടത്തെക്കാൾ വലുതായ കുറവു പ്രധാനമായി കലാൽ എന്ന ഇനത്തിൽ ആണ് എന്ന സെക്രട്ടറിഷ്യൽസിക്രട്ടറി പറയുന്നു; അടുത്തയാണ്ട് ഇരുപതുലക്ഷം രൂപാ കലാലിൽമാത്രം വരുമെന്നാകുമെന്ന കാണുന്നു. ഇതു യാതൊരു കാരണത്താലും കുറവായതുകയല്ല. എന്തുകൊണ്ടെന്നാൽ, ഫാമിനുവരെയുള്ള കണക്കുകൾ നോക്കിയാൽ എത്രയും കൂടുതലായ പിരിവു പതിനെട്ടരലക്ഷമെയുള്ളു. കലാൽ ഇനത്തിൽ ഉള്ള പിരിവിനെ കഴിയുന്നത്ര കുറയ്ക്കണമെന്നുള്ള സദ്ദുദ്ദേശസമ്മതമായ നയത്തെ പൊന്നുതമ്പുരാന്റെ ഗവർണ്മെണ്ടും സ്വീകരിക്കുന്നതായ ആരംഭമായിട്ടാണ് ഈ വിധം കുറവുവന്നിരിക്കുന്നതെന്ന നമുക്കാശ്വസിക്കാം. ഇപ്രകാരം വരവുകുറഞ്ഞിട്ടും, വിദ്യാഭ്യാസം, വ്യവസായം, കൃഷി മുതലായി, രാജ്യത്തിന്റെ സാന്മാഗ്ഗികവും സാമ്പത്തികവും ആയ പരിപോഷണത്തിന് അത്യാവശ്യമായ ചിലവിന വേണ്ട വിധം അനുവദിച്ചും എഞ്ചിനീയർ ഡിപ്പാർട്ടുമെന്റിൽ അഞ്ചുലക്ഷം രൂപായുടെ ചിലവു ചുരുക്കിയും, എന്നാൽ വിദ്യാഭ്യാസം എന്ന ഇനത്തിൽ മുപ്പത്തഞ്ചുലക്ഷം രൂപാ ചിലവിന് അനുവദിച്ചും രാജ്യക്ഷേമത്തിന വേണ്ട മറ്റു ചിലവുകൾക്കു മുതൽ അനുവദിച്ചും, ബഡ്ജറുണ്ടാക്കുവാൻ സാധിച്ചതിൽ പ്രസിദ്ധനുണ്ട് അവർകളെ ഹാർദ്ദമായി അഭിനന്ദിക്കയും അവിടുത്തെ രാജ്യകാര്യനിവ്വഹണം ഈ നാട്ടിലേയ്ക്ക മേല്ക്കുമേൽ ക്ഷേമവർദ്ധകമായിതീരും എന്ന് ആശംസിക്കയും ചെയ്യുന്നു.

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MR. K. ANANTANARAYANA AIYAR: Sir, yesterday, one of the members on the other side of the House—I believe, Mr. T. K. Velu Pillai,—said in the course of his speech that whereas thirty years ago the tax on *puduval* dry lands was one *fanam*, it is now 15 *fanams* and that the various *tharams* of assessment have been abolished.

MR. T. K. VELU PILLAI: I never said that.

MR. K. ANANTANARAYANA AIYAR: Then, all right; it requires no repudiation. I believe some other member said so.

MR. K. P. RAMAN PILLAI: Not I.

MR. K. ANANTANARAYANA AIYAR: I may, however, say a word on the point. So far as dry lands are concerned, there were thirteen *tharams* of assessment. The last five *tharams* were abolished ten years ago and the next two in March, last year, with the promulgation of the new Puduval Rules. The last *tharam* we have now is seven *fanams* and the highest is fifteen *fanams* per acre. For the registry of dry lands within municipal limits, a new schedule is appended to the rules. So far as the wet lands are concerned, the number of *tharams* continues as before, *viz.*, 14.

With regard to *puduval* revenue, there seems to be an impression that it has been overestimated. It was observed by many of the members on the other side of the House that *puduval* revenue is bound to go down as all good lands have already been taken up. As regards the tightness of the money market, nobody can say what it is going to be. So far as I was able to gather from the speeches of the members on the other side, there is every indication that it will continue to be tight. Nevertheless, these lands will be taken up not by speculators but by the people living in the vicinity. I know a good portion of the *puduvals* in the northern taluks, and I can boldly say that there are still large tracts of rich *puduval* lands to be assigned. As regards *tharavila*, some of the members said that we have fixed it very high. The *puduval* Rules fix the minimum *tharavila* for dry lands at Rs. 10, for reclamations at Rs. 25, and for wet lands at Rs. 50 per acre. In Cochin, on the side of the Alwaye river and between Parur and Arukutty, the *tharavila* fixed for reclamation of backwater land is Rs. 25 per *cent.* and not Rs. 25 per *acre*. When compared with the Cochin rates, the minimum rates here are, I may say, very low. Before these lands are put up to auction, the market value of the lands in the locality is ascertained and an upset price fixed. Generally we realise more than the upset price in auctions. It seldom happens that we have to go below the minimum *tharavila* fixed for any locality. In cases, however, where the minimum *tharavila* is found to work hardship, the special permission of Government is generally obtained to reduce it. I believe that most of the members are aware that, in the large area of the Vembanad backwaters, portions have been marked out for sale in three periods. We have sold the first and the second period lands and the whole area sold has been reclaimed and cultivated. The area for the third period now remains to be sold. It comes to roughly 2500 acres. This is expected to be sold

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[Mr. K. Anantanarayana Aiyar.]

next year. There are already good offers for this area. It is expected that this area will bring in a good portion of the anticipated revenue from *puduval* lands. Then there are several hundreds acres of lands which are surveyed and the records of which are in the course of preparation for being handed over to the Revenue Department. Again, there are large areas of backwater reclamations which have been detected as encroachments. For example, in the Katinamkulam backwater we have detected occupied lands to the extent of 100 acres. The assessment on these lands is certain to bring in a good deal of revenue to Government.

One of the members said to-day that agricultural loans are not being utilised for the purpose for which they are given. This is the first time that I hear of such a thing. We have begun to work the rules promulgated by the Government and loans have not been fully advanced. Only some instalments have been given in some cases. It is not time for us to examine whether the loans have been properly utilised. Anyhow, the point to which attention has been called by the member will be borne in mind and the necessary enquiries made.

Again, in regard to income tax, I am in a position to tell the House that up to the end of last month we have already collected Rs. 8 lakhs and odd. I expect to make up at least the budgeted revenue at the end of this month. What we have assessed this year is the income derived from salaries, interest on securities, house property, and business and professional earnings. Tea is a quasi-agricultural product and is liable to income tax. Up to date we have not been able to assess the income from tea. We are in correspondence with the owners of the tea estates and companies. It is likely that we may get some revenue this year. Even if we do not get it this year, we are sure to get it next year. The tax on tea is likely to bring in between one and two lakhs of rupees. Of course, now that the price of tea is gradually rising, the income tax for the next year has been put at a higher figure than that budgeted for this year. I was very glad to hear from some of the members some criticisms about the way in which the Income Tax Regulation was worked. It is a new measure and has to be studied by all those who have been working it. Of course, mistakes are likely to to be made in the beginning, but those mistakes are being corrected and they have already been corrected in several instances. Individual cases of errors by the collectors have been brought to notice and relief given forthwith. That is so far as the official side is concerned. But, I must also tell the House that, so far as the assessees are concerned, they have not been co-operating with the officials as much as was expected of them. In several places, I held conferences in which I explained to them the provisions of the Regulation. My friend Mr. Adam Sait will be able to testify to it. I held a conference of merchants at Alleppey. They wanted time endlessly. They wanted at first one month, and then they wanted two months. The year was closing, and so we could not help assessing them at a provisional figure. These figures are, however, liable to adjustment when the actual income

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for 1097 is ascertained. Of course, there will be refunds in cases where we have collected more, or we would demand the balance from the assessees if we have collected less, so that any seeming harshness would disappear as soon as the profits for 1097 are ascertained. Sufficient care has also been taken not to assess excessively. Instructions have been given to the collectors to see that errors are not made on the side of excess. Even if errors are made, they are liable to correction at the beginning of the next year. The fact that the Regulation has been sympathetically worked by the appellate authorities will be evident when I tell you that, in the appeals that came before them, reduction to the extent of Rs. 32,000 has been granted.

MR. K. P. RAMAN PILLAI: Will the Land Revenue and Income Tax Commissioner be pleased to say whether he has sent round any instructions in regard to the disposal of appeals?

MR. K. ANANTANARAYANA AIYAR: Instructions have been given in several matters, and among them, in regard to appeals also.

Before resuming my seat, with your permission, Sir, I wish to take this opportunity of inviting the attention of the non- official members to the revised rules under the Land Conservancy Regulation which, I expect, will be published in to-day's Gazette and which will be placed on the table tomorrow. The high rate of prohibitive assessment entailed hardship in individual cases, and on a representation made at the last session of the Assembly, the rules have been liberally modified so as to cause the least hardship possible to the ryot. I particularly call the attention of the members to the revised rules which, it is hoped, will remove one of the most important causes of irritation to the ryot affected by the Land Record Maintenance Rules. I may here be permitted to refer to one or two salient features of the revised rules. For trees, the *kuthakapattom* rates have been replaced by the settlement rates. Even these reduced rates will be applied only in the cases of trees standing on lands other than *poramboke* lands. So far as *porambokes* are concerned, the prohibitory assessment is only for the ground and not for the trees and the prohibitory assessment has been limited to the previous five years and five times the ordinary assessment. That is the maximum that will be levied on account of prohibitory assessment hereafter. These rules, as I said, will be published in the Gazette, and I believe that, with their publication, one of the sore points in the administration of the Land Conservancy Regulation will be removed.

MR. R. EVERARD: Sir, in regard to the observations made by some of the members in the course of the general discussion on the budget in so far as they relate to my department, I would like to make a few remarks and I shall try to make them as brief as the subject would permit.

It was mentioned that the retrenchments, very heavy as I consider them, already effected in the P. W. D., were not sufficiently heavy, and further retrenchment was suggested in the shape of fresh reduction in the

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[Mr. R. Everard.]

cadre of Executive Engineers. I have at the outset to point out that, in the P. W. D., the amount of work that an officer has to do depends both on the territorial jurisdiction he is in charge of and the grant he has to spend. The physical features of our State and the requirements of a progressive administration have demanded, and will continue to demand, a heavy outlay on public works. Though Travancore has a much larger mileage of communications compared to its area than an average District in the Madras Presidency, there are still several parts of Travancore which stand urgently in need of communications. The hilly nature of the country and the dense population which lives spread out over the whole State, except the mountains, instead of in isolated villages as on the East Coast, render the maintenance and extension of communications necessary.

In Travancore, the P. W. D. has to attend to all public works except the works in the charge of the Maramat and Panivakai Departments. We have here the construction and maintenance of communications, both on land and water, of buildings, of irrigation works, major and minor, of marine works, and of works falling under sanitary engineering. In British India, and I believe, in the sister State of Mysore as well, there are separate agencies to attend to the various works. In addition to the P. W. D., the Madras Government have the Local Fund Engineering Department which look after the bulk of the communications, the minor irrigation staffs under the Revenue Department which look after the minor irrigation works, the Harbour Port Trust which looks after the marine works, the sanitary engineering staff which looks after water-supply and allied sanitary works, and the Municipalities which look after the works in their charge with the help of municipal engineers and the establishment under them. In Travancore, however, all these works have to be carried out by the P. W. D. If a well is to be dug or a latrine to be built, or a tank is to be baled out or a drain to be built, or a street or lane is to be constructed or maintained, the P. W. D. has to carry it out. A query may be raised as to why the maintenance of roads, lights and other small works such as the construction of drains and latrines should not be handed over to the respective Municipalities. The Municipalities, however, have not so far evinced any desire to assume these responsibilities though they have been collecting tolls

MR. A. HOOGEWERF: Sir, I beg to correct that mistake. When I was President of the Alleppey Municipality—

PRESIDENT: Mr. Everard refers to present conditions.

MR. R. EVERARD: Lists of roads, etc., proposed to be handed over to the Municipalities have been furnished to Government already and the P W. D. would be glad to hand them over when the Municipalities come forward to take them up.

In the Madras P. W. D., the establishment charges work out to 30 per cent. of the expenditure on works. In Mysore, the percentage

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is 25. In Travancore, the establishment charges have been varying from 19 per cent. to 26 per cent.; the average being 23 per cent. for the last 5 years. Calculating on the gross P. W. D. outlay, the ratio of establishment charges works out to 18 per cent. For 1098, the percentage will be about 20 on the outlay on works, or 17 on the gross outlay, in consequence of the reduction in the staff made under the reorganisation; and so there is no case for further reduction. Though the grant for works in 1098 is inadequate, I hope the finances will improve before long, when larger grants might become possible, and the activities of the department given again opportunities to expand. Just because the grant for a year is low, one should not expect that the staff should *therefore* be immediately contracted to suit that reduction; for, if you do so, we will find ourselves short-handed if the grant should improve in the succeeding years. I can confidently assert that, when a fair comparison is made, it will be found that the Travancore P. W. D. is by far the cheapest. Not only that; when we compare the salaries paid to the officers elsewhere, we will find that Travancore has secured its officers at a very cheap wage.

In a large spending department like the P. W. D., superior and frequent supervision is necessary and should be encouraged, if we are to get works which will be worth the money spent on them. Economy secured at the expense of the supervising and controlling agencies is false economy. We may gain a few thousands of rupees by reducing some of our superior officers, but it has to be remembered that what is gained thereby will be far below what will be lost for want of such supervision. The department has already felt the pruning knife of the Salaries Committee to a very large extent and any further reduction will seriously affect the efficiency of the department and therefore the quality of the works it may have to carry out in the future; and I would, in all earnestness, ask the member who suggested a further reduction in the *cadre* of Executive Engineers whether, in the interests of Travancore, it is desirable to do so. It was also remarked during the discussions that, as the cost of materials and labour has increased in recent years, a less amount of work only can be done now for the same amount than in pre-war days. It was further stated that, as the budget grant was low, it was an argument for the further reduction of the staff. I should here point out that, though the above two considerations have some force, the number of individual works has not materially been reduced. As a result of the reduction of the total grant for the P. W. D., smaller sums have been allotted to keep the works already taken in hand going; and these works entail supervision and accounting and all the formalities required for works in progress. A reduction of the staff is therefore out of the question; and, in view of the scattered nature of the works, the staff would not admit of any further reduction consistent with efficiency.

I may, in this connection, inform the member who complained of the small provision made for new works under communications, that there will be no real reduction in the volume of the work to be

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[Mr. R. Everard.]

done as we are determined to get work done on a basis of simpler and cheaper designs and are keeping a reserve of Rs. 3¼ lakhs for necessary new communications not specifically provided for in the budget; and we will also, of course, attempt to reduce the maintenance cost as much as possible.

With regard to the charge that the P. W. D. was going in for extravagant designs, we are now, as already stated, preparing cheap designs consistent with soundness and elegance. I may, however, state that considerations of usefulness, comfort, permanency and beauty in design would, in my opinion, justify somewhat more costly structures at the Capital of the State. In the case of such structures, we have to take a larger view of the situation than the immediate requirements would warrant. A beautiful-looking structure has an educative effect on the people. I may be permitted to state that the several nice-looking private bungalows that have been built in recent years at Trivandrum are, in a large measure, the outcome of the buildings the P. W. D. have designed and constructed at the Capital. However, on account of the financial situation, care is being taken now to design our structures with a view to cheapness. Many of the big structures now in progress are those which were sanctioned in past years.

That useful and handy material, reinforced concrete, has had the misfortune of coming in for a certain amount of criticism. Elegance, lightness of design, easy adaptability to any required shape, permanence, fire-proofness, comparative freedom from subsequent maintenance at heavy cost, and suitability in inaccessible places where skilled labour is not easily procurable,—these are some of the advantages which this material has over other materials. In spite of all these decided advantages, the P. W. D. is, in making its recent designs, avoiding its use wherever possible, in view of the cost of iron and cement having gone high, and will continue to do so till the cost of these materials falls to such an extent as to enable its free use again.

MR. K. P. RAMAN PILLAI: Will the Chief Engineer be pleased to inform the House whether the largest quantity of reinforced concrete is not used by Travancore as compared with other Native States in India or British India?

MR. R. EVERARD: Certainly. It is also used very largely in America and other modern States. In Australia also, Mr. Bastow says reinforced concrete is largely used. I must, however, prefer this material in the case of bridges; for a timber platform gives endless trouble in the matter of its maintenance. The latter is liable to decay and lends itself to damage by mischief-makers.

While on the subject of reinforced concrete, I shall say a few words in reply to the criticisms levelled against the reinforced concrete works carried out on the Commercial Canal Improvements at Alleppey. There are several members in this House who have seen the Commercial Canal

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before the improvements were taken up; silted bed, narrow water-way, grounded canoes, broken flights of steps, leaning and cracked laterite walls, and a confusion of canoes were the sights that one saw in those days. The soil of the banks being sandy, the sand constantly slipped into the canal and frustrated all our attempts at maintaining the depth of the water in the canal. It is not also unknown to the members that Alleppey is the most important port in Travancore and that the Commercial Canal is the main artery of the town. There are shops and business-houses on both banks. It was imperative that the canal should be improved. A wide canal to accommodate the hundreds of canoes using the canal was a matter of urgent necessity. The width of *poramboke* land for the canal and the roads on both banks was inadequate. Land was phenomenally costly, a cent costing as much as Rs. 400. The banks wanted protection by retaining walls. Laterite walls would be thick and occupy more of the restricted land available. Further, laterite walls would break away soon. If laterite walls were to be built, the bill for ring-bunds and baling water to put in the foundations would be tremendous; and the excavation for deep foundations below the level proposed for the bed of the canal would endanger several buildings on the banks. All these factors pointed to reinforced concrete as the material suitable for the place and it was therefore freely used. Members who have seen the canal before the improvements will appreciate the transformation for the better that has taken place now.

In regard to the Alleppey-Shertallai Canal, a member on the opposite side of the House doubted if boatmen would care to use the canals in preference to the open lake and said that they would use the open lake route at least during the dry months of the year. This might be so. He admits that they would prefer the new canal during the monsoons. This provision of a safe route during the months when the Vembanad lake would be boisterous is in itself a very desirable end, and one which the Government would be bound to provide for the safety of the cargo and passenger canoes. But this is not the main justification for the construction of the canal. The Shertallai taluk was badly in need of communications to open up and develop the taluk, and construction of roads was put off from day to day owing to the great difficulty in, and the exorbitant cost of, conveying the necessary road-materials. It should be remembered that all the road-materials, such as laterite chips and gravel, have to come from the eastern side of the backwaters. By the opening of the Alleppey-Shertallai canal, which will more or less pass through the heart of the taluk, the road-materials could be conveyed in *vallams* and unloaded on the banks wherever required. Under such circumstances, the construction of roads will become more feasible. The opening of the canal is therefore the first step towards the provision of a suitable system of communications for this taluk. Incidentally, I should also invite the attention of members to the fact that conveyance by water is the cheapest method of conveyance. The Alleppey-Shertallai canal will also facilitate the conveyance of cocoanut and other produce; for, whereas now these have to be carried on

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[Mr. R. Dhanukoti Pillai.]

head-loads to the Vembanad lake—I am speaking of the central and southern portions of the taluk—it will be enough for them hereafter to convey them on head-loads for half the distance as they could load them in boats waiting in the canal. This is, of course, until cross canals or roads are constructed, when the conveyance would be rendered easier still.

MR. R. DHANUKOTI PILLAI: Sir, more than one member referred to the possibility of this year's forest revenue not being made up. Possibly, their fears may be true. It has to be admitted that we have in our depôts large stocks of timber. We have been trying to sell them as much as possible. They are the accumulation of the previous two years and we have been inviting tenders to purchase them wholesale. Advertisements were inserted in all local papers with the idea of giving as much facility as possible for the subjects of His Highness the Maha Raja to go in for them; but there was no response. Only one tender was received, and that was, as usual, from a Bombay firm, but the rates offered by them were so low that we could not reasonably accept them. However, Government have come to our help and have asked all timber-buying departments to buy this timber as much as possible and it is hoped that with their co-operation we may be able to realise the budgeted revenue as nearly as possible.

My friend, Mr. A. Govinda Menon, has made another reference, *viz.*, to want of provision in the budget for the continuation of the economic survey. For the information of this House, I have to state that, at the time when I was called away to relieve Mr. Raman Menon, there was no one to take my place as Utilisation Officer. One Assistant Conservator was on long leave and another was on special duty as Principal in the Forest College. The Economic Survey has not been given up. As soon as the High Range Division is abolished and amalgamated with the Kottayam and Malayattur Divisions, one officer will be available and he will be deputed to continue the work.

Mr. K. Parameswaran Pillai made an observation to the effect that, in the years 1092, 1093 and 1094, the net revenue of the department has been about Rs. 6 lakhs as against the average of Rs. 3 lakhs which we have been getting ever afterwards; but I have to inform this House that the revenue during these three years was realised by the sale of coupes and not by working the timber departmentally. We have had three years' experience of this coupe sale system and I am sure no member will ever want to return to it.

MR. K. P. RAMAN PILLAI: I want information from the Conservator of Forests as to whether it will not be possible to regulate the expenditure under exploitation in proportion to the accumulated stocks in the depôts.

MR. R. DHANUKOTI PILLAI: We have at present a large stock of timber in the depôts and if they are not disposed of promptly we may have to restrict further output of timber into the market. We will not then give any contract for next year till a reasonable quantity of the present stock is diposed of.

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MR. L. C. HODGSON: Sir, I should like to make a few remarks upon some of the representations made in regard to the Department of Education, and particularly to those made by my friend Mr. Mammen Mappillai who—

MR. G. PARAMESVARAN PILLAI: Mr. President, I want a ruling as to whether a member should be addressed as Mr. so and so or as the member for such and such a constituency.

PRESIDENT: It is enough if members are addressed by their names, so far as this House is concerned.

MR. L. C. HODGSON: I hope I shall be in order if I say "my friend Mr. Mammen Mappillai".

PRESIDENT: Yes.

MR. L. C. HODGSON: Mr. Mammen Mappillai has evidently given much thought to the subject. Mr. Mammen Mappillai himself *was* at one time an educationist. He was the headmaster of a High School when I first had the pleasure of meeting him. He was then a colleague of mine in the Education Committee of 1908, and he will no doubt remember that it was strongly rumoured at the time that he was about to be offered the appointment of Educational Secretary to Government. I consider, therefore, that anything said by Mr. Mammen Mappillai in regard to education deserves to be listened to with respect and attention. But I said Mr. Mappillai *was* an educationist. Of late, he has devoted his talents to another line of activity, *viz.*, journalism. Now, Sir,—

MR. T. K. VELU PILLAI: Sir, I rise to a point of order. I do not know if this observation about a member's profession is relevant to the present discussion. Mr. Mammen Mappillai's arguments have to be discussed and not his profession.

MR. K. P. RAMAN PILLAI: Before a ruling is passed, I would submit that when a member against whom a charge is raised does not himself raise any objection, it is not open to another member to raise any objection.

MR. L. C. HODGSON: It was leading up to a relevant matter, Sir.

MR. V. SUBBA AIYAR: A bit of humour is always relevant.

MR. L. C. HODGSON: I was about to say, and I hope I shall not be ruled out of order if I do so, that, when one ascends in an aeroplane and looks down on the landscape below, one sees only the larger features of the country beneath, and loses sight of the finer features and the smaller details, for instance, the beauties of architecture, the colour of roses, and the nature of the pebbles on the sea-shore. Similarly, from the sublime heights of journalism, Mr. Mammen Mappillai looking down upon an educational world of this day has seen certain prominent features, but has lost sight of the details. He sees, for instance, an

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Inspector of Schools, sticking out, so to speak, but I do not think he has contemplated all the circumstances and conditions that necessitated the appointment of an officer of that particular class. I do not intend to go into all the details myself; but I should like to mention to the Council two important points which have to be considered with regard to the appointment of an inspecting officer. It is not the number of schools, Sir,—Mr. Mammen Mappillai tells us it is 50; actually the number is 41 High Schools and 89 Middle Schools,—it is not the number of schools so much as the number of pupils, the number of classes and the number of teachers, that have to be considered in judging the need for an inspecting officer; and in Travancore, Sir, more than in other countries, the number of pupils and classes in schools is phenomenal. The Vanchiyur School, for example, has got something like 1,000 or more boys; in Kottar, the number is about 900; and many other schools range from 400 to 800. The number of divisions and teachers is very large; and the work of the inspecting officer is very heavy indeed. Secondly, Sir, I would point out that the most important work of the inspecting officer is not inspection, but rather the development of education. Again I am not going to give figures,—I will only mention that, in the last five years, the number of departmental English High Schools has more than doubled, while the number of English Middle Schools is rapidly on the increase.

Looking down again from the heights of journalism, Mr. Mammen Mappillai observes the Training College. With regard to this institution he joins forces with Mr. T. K. Velu Pillai who reminded us yesterday of his speech in the Popular Assembly some seven years ago, which I have not forgotten and am not likely to forget. I well remember his denunciation of the Training College as a "white elephant, nay a veritable rogue elephant"; and I mention this, because Mr. Mammen Mappillai made to-day precisely the same statement that Mr. T. K. Velu Pillai made seven years ago, in regard to which time has proved him to have been an entirely false prophet.

MR. T. K. VELU PILLAI: I never asked for the abolition of the Training College, but only for reducing the expenditure on it.

MR. L. C. HODGSON: I did not charge Mr. T. K. Velu Pillai with having recommended the abolition of the Training College. The particular point that I have in mind is what Mr. Velu Pillai told us seven years ago, *viz.*, that in the course of four or five years, all the teachers in the schools will be trained and that Dr. Clark and the Lecturers of the Training College will have nothing to do but sit quiet and draw their pay. Now, Mr. Mammen Mappillai says the same thing, *viz.*, that the work of training teachers will be finished in two or three years. Well, Sir, Mr. T. K. Velu Pillai's estimate has been proved to be utterly false. To-day, in departmental schools, there are some 100 graduate teachers that require to be trained; and in private schools, I do not know

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the exact number, but it must be considerable since only a comparatively small number of graduates and undergraduates from private schools are trained each year. Again Mr. Mammen Mappillai suggested that we must add to the number of teachers being trained. By all means, if the State is prepared to pay the cost; more teachers under training mean more practising classes, and more practising classes mean greater cost. I will pass over Mr. Mammen Mappillai's proposal that we should train teachers in the Arts College. I believe something of the kind is being done in Trichinopoly, where I think I am right in saying they have a very large High School attached to the College which is used as a practising school, whereas we have no such school attached to our Arts Colleges. But, in any case, my own opinion is that the Arts Colleges exist for arts and not for training.

If you are going to attach a Training College to the Arts College why not a Law College, a Medical College and an Engineering College as well? Again Mr. Mammen Mappillai suggested that undergraduates should be sent to the various High Schools in the towns to be trained. He does not tell us how this is to be done. The headmaster, who has from 700 to 1,000 pupils and more to look after and a large staff of teachers to supervise, cannot attend to them. Who then is going to supervise them? Mr. Mammen Mappillai passes on to discuss manual training. He regards it as a sort of luxury which the State cannot afford. "Let us get rid of manual training; let us get rid of Mr. Green" he says. He is willing, however, to retain it for the L. T. class of the Training College, but to abolish it elsewhere. Sir, the L. T. class is the *last* place where I would retain manual training if it has to be given up at all; but I am strongly in favour of retaining it in the Vernacular Middle School. We have lately introduced it into 147 Vernacular Middle Schools and we are going to introduce it very shortly into the remaining Vernacular schools also. Now, Mr. Mammen Mappillai thinks it is a luxury. I do not agree with him. It is a most valuable adjunct to education. In the first place, it trains the mind to accuracy and quickness and that is a most important thing in education. It also trains the hand to a very large extent. Members of the Council will remember that it has been proposed many times to combine some kind of vocational training with general education. I think it is generally agreed that it has been demonstrated that this practice has proved a failure wherever it has been tried. It was agreed at the Conference at which you presided, Sir, that the most that could be done in this direction is to give the pupils a general education and instruction in manual training. They would get a valuable training of the mind and, at the same time, nimbleness of hand which will stand them in good stead when afterwards they turn to some profession or industry.

MR T. K. VELU PILLAI: I wish to know whether the Director of Public Instruction will tell us the number of such pupils as were benefited by manual training and were able to procure such vocation.

MR. L. C. HODGSON: If I am here after another year or two, I shall be glad to answer that question. It is not possible to do so now,

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as we have only just introduced the study of manual training in Vernacular Middle Schools.

Mr. Mammen Mappillai and others referred to the overlapping of schools. Information has been collected and some action taken in connection with that. In regard to this matter, I wish to say that I regret very much that Mr. Mammen Mappillai should consider that responsible Assistant Inspectors have, in this connection, suppressed and falsified information.

MR. K. C. MAMMEN MAPPILLAI: Not deliberately.

MR. L. C. HODGSON: I regret that he should have charged them with doing so even not deliberately.

Finally, Sir, mention has been made by several members of the question of the remuneration that is paid to the teachers in Vernacular schools. I do not want to go into details, but one thing I do want to say. That is this, that from the year 1084 when Mr. Mammen Mappillai and myself were associated on the Education Committee, till now, I have always thought that the most valuable part of the educational system of Travancore is the provision of education in the Vernacular up to as high a standard as possible at the cheapest possible cost to the poorest of the poor. At present, education through the vernacular is free in the primary schools, and the fees are merely nominal in Vernacular Middle Schools. The very poorest can obtain education up to the 7th standard, and for those who wish to go further there are the Vernacular High Schools in which very low fees are charged. This can be done only as long as the cost remains cheap. If you are going to make the pay of the Vernacular school teacher the same as that of the English school teacher, it cannot remain cheap. Either you must increase the fees and you must make the parent pay, or the additional cost must come on the budget and it will be a very large sum indeed to come on the budget. I sympathise with the vernacular school teachers; I have often seen them at work, and I believe they are doing very good and unselfish work, and I honor them for the work they do. But I must say that this cheap form of good education through vernacular schools for the masses who cannot afford to pay more than the merest pittance in the way of fees, cannot be had unless the teachers can be engaged on a moderate pay; it simply cannot be done.

DR. N. KUNJAN PILLAI: Sir, it is gratifying to find that my friends on the other side of the House, except Messrs. Dominic Tommen and Kunjitomman, have no complaint against the expenditure incurred on behalf of the Agricultural Department, and that on the other hand some have even suggested a substantial increase to this expenditure in view of Travancore being essentially an agricultural country. I am thankful to the non-official members for their attitude towards my department and for their suggestion to enhance its scope and utility. As regards the opinions expressed by the member for Peermade—

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MR. T. K. VELU PILLAI: Sir, the gentleman is out of order, because there is a ruling that gentlemen should be addressed as Mr. so and so and not as member for so and so.

DR. N. KUNJAN PILLAI: I beg the member's pardon. Mr. Dominic Tomman has suggested that the Pepper Farm at Koni might be abolished because pepper is a crop which has been cultivated in this country for a long time and there is nothing which the ryots do not know about its cultivation. I must say, Sir, that I differ entirely from this view of my friend, Mr. Dominic Tomman. I admit that our ryots are men of experience and that they have a large fund of practical knowledge for which I have the greatest admiration. At the same time, I must point out that, in regard to pepper as in regard to other crops which are being cultivated in this country from time immemorial such as paddy and cocoanut, it is possible to increase the output by the adoption of scientific methods of cultivation. Pepper is an important commercial crop responsible for a national income of Rs. 30 to Rs. 35 lakhs annually, and if by any means its production could be increased it would bring more money into the country. In the cultivation of pepper there are several important points which require to be investigated, for example, the varieties that will thrive and produce the maximum yield under particular conditions, the best species of trees that could be used as standards for growing the vines, the kinds of manures that should be applied for increasing the yield, etc. No experimental work has been done on these lines so far and it would certainly be beneficial to pepper-growers to have light thrown on these matters by experiments conducted by the department.

As regards cattle breeding, I am glad that Mr. Dominic Tomman appreciates the system that was introduced last year of awarding grants to ryots for maintaining breeding bulls. It is the intention of the department to continue this system and to expand it if possible. The award of grants to private men does not, however, dispense with the necessity of maintaining breeding farms. The main object of these farms is to import foreign cattle, acclimatise them to local conditions, breed good bulls out of them, and sell the bulls to the ryots for breeding purposes. The ryots at present experience considerable difficulty in procuring good breeding bulls and the breeding farms must be there to supply such bulls to them.

The complaint of Mr. Kunjitomman is that the money that is allotted to the Agricultural Department is not being spent on experiments with new crops as much as it ought to be. Personally, I think that it is better to spend as much money as possible in the improvement of the already existing crops than in the trial of new ones. There are limitations in the possibility of introducing new crops, limitations imposed by climatic and other local conditions. It is futile, for instance, to attempt to grow, under tropical conditions, crops which will only thrive in a temperate climate; and instead of spending money in such unprofit-

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able experiments, it is better to utilise it for the improvement of indigenous crops for which there is considerable scope. Several members on the other side of the House have deplored the fact that Travancore is not producing all the paddy it requires and they want to see that local production is increased by all possible means of extensive and intensive cultivation so as to make the country self-sufficient. This opinion carries greater weight and requires better consideration than that of Mr. Kunjitomman.

The gentlemen who have spoken about the necessity of increasing the production of paddy have made certain statements with which I cannot fully agree. They have stated that agriculture in Travancore is fast deteriorating because they find a steady increase in the value of rice and paddy imported into the country. They evidently presume that the progress or deterioration of agriculture should be gauged by the decrease or increase in the value of the food grains imported from outside. Sir, allow me to point out that there are certain fallacies in this assumption which my friends on the other side either ignore or fail to take notice of. In the first place, it is necessary to take into account in such calculations the quantity and not the value of the food-grains imported. Value is a fluctuating factor depending upon circumstances beyond our control. Within my own memory, I can say that, during the last 20 years, the price of paddy has increased by cent. per cent. that is to say, for the same quantity of paddy which one could have purchased for one rupee twenty years ago, one has to pay now two rupees. Then, again, the quantity of paddy required for local consumption increases in proportion to the increase in the population and the improvement in the standard of living of the people, which takes place as a natural consequence of the spread of education and civilisation. It must not also be forgotten that there is the tendency on the part of the people to replace food-crops by more remunerative commercial crops, such as cocoanut, pepper and rubber. Extensive areas, which were once under paddy, have been converted into cocoanut gardens during the last few years. These are some of the natural causes which tend to increase the quantity of paddy imported into the country and decrease the local output.

In regard to the paddy imported from outside, I find that, during the decade ending with the year 1095, there were considerable variations both in the quantity and value, but more so in the value than in the quantity. Taking the years 1093 and 1094, for example, it is seen that the quantity imported in 1094 decreased by about 1,700 tons, whereas the value of the import increased by about Rs. 47 lakhs. Though there are variations from year to year even in the quantity, the average for the decade mentioned above may be regarded as the average quantity of paddy that we are importing annually, and that works out to roughly 1,40,000 tons, of a total value of Rs. 1,31,00,000. As against this import, it has been estimated that the local annual production amounts to about 3,94,000 tons valued at Rs. 4,68,00,000.

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MR. T. K. VELU PILLAI: Sir, will Dr. Kunjan Pillai be able to give us the output of the paddy of Travancore from 1083 to 1095 and the output of last year?

DR. N. KUNJAN PILLAI: I am sorry I have not got the figures for 1083. But I shall furnish the figures later on.

It was mentioned by a member yesterday that the import of paddy is rapidly increasing and that it has now come to more than Rs. 2 crores. This statement was made, I believe, on the basis of the figures relating to 1095, which was an abnormal year. Taking the figures for a decade, I find that the quantity imported has not increased markedly and that the apparent increase in the value of the import is due to the rise in the price and not to the increased quantity imported.

It is, no doubt, desirable that everything possible should be done to increase the local production of paddy and I may assure the House that this is being done. Local production can only be increased in two ways, *viz.*, by extending the area under paddy and by producing more from the area already under cultivation by the adoption of intensive methods. In regard to the extension of the area, it has to be mentioned that the matter has been, and is, engaging the attention of the Government. When the last Revenue Settlement of the country was completed, the area under paddy was only about 5,77,000 acres, and according to the statistics collected in 1094, the area increased to 6,38,000 acres, the increase being as much as 61,000 acres. During the last two years, vigorous measures have been taken to throw out more area from the reserved forests for the cultivation of food-grains and the area thus thrown open during these two years amounts to about 1,500 acres. I think I can state that it is the avowed policy of the present administration to throw open for cultivation as much area from the reserved forests as is consistent with the interests of forest conservation. I agree with my non-official colleagues that the first essential requisite for the success of the intensive cultivation of paddy is a large supply of water for irrigation, and it will be conceded, I believe, that Government have done something substantial in this matter and that they are further giving their anxious consideration to the question of increasing irrigation facilities. The Kodayar Irrigation Project, which has consumed nearly a crore of rupees, is a standing monument of what Government have done; and the action they have taken and propose to take in the near future in regard to minor irrigation is a clear indication of their desire to increase irrigation facilities still further. Besides providing irrigation, Government have also to teach the ryots scientific methods of cultivation. I am glad to find that the non-official members appreciate the efforts which Government are making in this direction through the Agricultural Department. The department is showing to the people, by means of extensive demonstrations and other methods of propaganda, the possibilities of increasing production by the application of manures, the use of selected seeds, the introduction of new varieties of seeds, the annual cultivation of *punja* lands instead of the biennial

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cultivation which is now the common practice, etc. I may assure the House that these operations will be continued and extended in the future and that the increased provision made in the budget for 1098 under Agriculture will be utilised mostly for this purpose.

Sir, I do not want to take up any more time of the House in expatiating on matters relating to the development of agriculture. But, before concluding, I may be permitted to offer a few remarks on the general points raised in the course of the discussion of the budget. The members on the other side of the House have pleaded most vehemently for the curtailment of the expenditure that is now being incurred by Government and for this purpose they have suggested that the pruning knife should be applied to the higher ranks of the service.

PRESIDENT: Your time is up.

MR. W. H. PITT: Mr. President, I have a short explanation to make at this stage with regard to one or two items in the Police Budget. Several members on the non-official side of this House have criticised the newly-created appointments of Assistant Superintendents of Police. It has been represented that, although Circle Inspectors have been abolished, Assistant Superintendents who are merely Circle Inspectors under another name and on a larger pay have been substituted. It is implied that there has been no reduction of the supervising staff of officers superior to the station-house officer and no saving in expenditure. This is not correct. To-day, there are 5 District Superintendents of Police and 10 Circle Inspectors. From next year onwards, there will be only 3 District Superintendents with 6 Assistants. That is a reduction of 40 per cent. in personnel. The saving in money between the years 1097 and 1098 is Rs. 11,000.

It has been suggested that, because Circle Inspectors' charges were abolished, there was no reason to create Assistant Superintendents' Divisions and that 3 Superintendents could do the work hitherto done by 5 Superintendents and 10 Inspectors. I am naturally pleased to hear that, in the opinion of some members of this house, the station-house officers, *i. e.*, the Sub-Inspectors or Inspectors in charge of Stations, require so little supervision. However, a good number of complaints against them are made and if these complaints are to receive prompt attention it is certain that the Superintendents must have assistance of some sort.

Mr. V. Raman Pillai suggested abolishing 10 appointments of Inspectors in the 1st grade. This can be done only by closing 10 charging stations. If the member will tell me the name of any charging station in his constituency that is unnecessary, I will gladly consider closing it.

MR. K. P. RAMAN PILLAI: Will Mr. Pitt be pleased to say whether his plea for increasing the controlling agency is based on increase of crimes or criminals or decrease in travelling facilities?

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ADDENDUM.

[*To face page 250.*]

On page 250 of Vol. I, No. 2, of the Official Report of the Travancore Legislative Council Proceedings, add the following after the words "the higher ranks of the service" at the end of Dr. N. Kunjan Pillai's speech.

It was pointed out yesterday that the present expenditure on salaries and allowances of officers amounted to about Rs. 76 lakhs. I tried to find out how much of this amount was being consumed by the higher ranks and how much by the subordinates of the service. By totalling up the figures, it is seen that, out of Rs. 76 lakhs referred to above, very nearly Rs. 60 lakhs are being spent on account of the salaries and allowances of officers drawing a pay of Rs. 125 and less. The non-official members have suggested that the pay of these officers should be still further increased. To effect an increase of even 20 per cent in the pay of these officers, which may not be considered adequate enough, an additional amount of Rs. 12 lakhs would be required. The members on the other side of the House, except the learned Deputy President who has suggested the advisability of increasing the revenue under Customs, have not shown how this additional expenditure for which they have pleaded so vehemently is to be met. They will not tolerate additional taxation and they will not agree to proposals for the development of natural resources, such as hydro-electric power.

MR. G. PARAMESVARAN PILLAI: Sir, that is not correct. We never said that. We are not against hydro-electric schemes. We would encourage hydro-electrical power *within* the State and *for* the State.

MR. P. K. NARAYANA PILLAI: The resolution that was before the Council related only to the question of investigating the scheme that was put forward. There was no obstruction whatever to the policy that was put forward by the Government for making arrangements in regard to the hydro-electric scheme.

DR. N. KUNJAN PILLAI: The impression in my mind was that the investigation should not be proceeded with. The only method they have suggested is to cut down the number and pay of the officers in the higher ranks. Even in regard to this they have not pointed out how much could possibly be saved consistently with the efficiency of the administration. After all, the officers in the higher ranks—I mean those who get a salary of more than Rs. 125—consume only about 21 per cent. of the total expenditure on the civil service and about 8 per cent. of the total revenue of the State. Is it possible to make any substantial reduction in this expenditure without impairing efficiency? I leave it to the House to answer this question.

MR. T. K. VELU PILLAI: Sir, I want to know whether Dr. Kunjan Pillai can give us the figures of the salaries drawn by officers on Rs. 125 and less. By higher officers he meant officers drawing Rs. 125 and above. Will he be able to give us information as to what is the amount disbursed to officers drawing above Rs. 50?

DR. N. KUNJAN PILLAI: I collected these figures from the budget placed before the Council. I have no other source of information than what the other members have.

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MR. W. H. PITT: There is no increase in the controlling agency. The officers who were called Circle Inspectors will in future be called Assistant Superintendents of Police.

MR. A. J. VAN ROSS: Sir, unlike Dr. Kunjan Pillai who expressed his satisfaction that there had been hardly any complaints about the allotments for his department, I find that several members on the other side of the House have made many attacks on my department. One gentleman stated that the reorganisation resulted in increased expenditure and the retrenchments made were not worth mentioning. Another condemned the introduction of the new Sub-Inspectors' grade. He said that it was placing a new set of officers between the Inspector and the petty officer and that it was unnecessary; a third gentleman said that the conversion of the Circle Officers into Assistant Excise Commissioners involved a useless expenditure of money. Yet another gentleman said that the number of circles was too many and proposed the reduction of the Alleppey Circle and the Distilleries Circle. None of these gentlemen have, however, given any reasons for the reduction they would make. I shall therefore not enter at this stage into any detailed reply to the criticisms made. Several motions are to be brought forward on the demand for grants to the Excise Department. In connection with those motions, I daresay detailed criticisms would be made on the points raised and I think it would be well for me to wait to hear them before I reply in detail.

I would only say at present that the proposals for the reorganisation of my department were made after much care and anxious thought. I had the benefit of consultation with the senior officers of my department and, in response to the Government's request, the most sincere efforts were made to effect retrenchment in the department without impairing its efficiency. As a result, savings were made to the extent of Rs. 39,660 per annum and this in spite of the fact that this department is the cheapest-worked among the revenue-earning departments of the State. Taking the 1095 figures, I find that the Land Revenue Department with a total revenue of Rs. 39,85,935 spends on account of salaries and establishments Rs. 6,33,329 or 15·8 per cent. of the total revenue; the Forest Department earning Rs. 13,60,370 spends Rs. 2,36,302 on salaries and establishment or 17·3 per cent. of its total revenue; the Registration Department with a revenue of Rs. 7,60,121 spends Rs. 2,03,521 or 26·7 per cent. of its revenue; while the Excise Department with a revenue of Rs. 73,98,072 spends only Rs. 3,44,188 or 4·6 per cent. of its total revenue on salaries and establishments. The comparison speaks for itself. The revenue of the Excise Department had risen from Rs. 73 lakhs to Rs. 87 lakhs in 1096, but the actual cost of salaries and establishments fell from 4·6 to 4·5 per cent. in 1096. The savings effected by retrenchments have been swallowed up by the increase granted to the pay of the subordinates of the department and instead of a total reduction an excess expenditure has resulted. I need hardly point out how necessary and urgent it was that these increases should be given and I believe that the need for it is admitted on all hands. But because of this slight increase in expenditure,

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[Mr. A. J. Van Ross.]

it is now sought to effect further reductions in the department. The revenue of the department is, as I stated above, Rs. 87 lakhs. It is uncertain in its nature and requires the most constant vigilance and sustained supervision in order to maintain it. It accrues from minute to minute and hour to hour and has to be watched day and night with constant anxiety. What is lost in an hour is lost for ever beyond recovery. In the case of Land Revenue, if the tax on a property is not collected, a *puduval* land is not sold or a *poramboke* encroachment not detected at once, the matter can be set right, if not to-day, tomorrow or a week hence; in the case of the Excise Revenue, on the other hand, if a quantity of illicit arrack, tobacco, salt, opium or ganja is sold and consumed or if dutiable articles are allowed to pass the frontier without payment of duty, the revenue to that extent is lost beyond recovery. It is a revenue therefore that has to be watched incessantly. The success of excise administration depends on the closest supervision over the preventive staff and any attempt to reduce either the supervising or the preventive staff is sure to affect this large revenue. Members on the other side of the House have been apprehensive as to whether the budget anticipations as to receipts would be realised and they were afraid that Government would have to go to them with proposals for increased taxation. I would say that they could not do anything more certain of jeopardising the revenue than to reduce the supervising and preventive staff of the Excise Department. I would therefore appeal to the members on the other side of the House to consider this matter most carefully before they decide on further reductions in the department.

The appointment of Sub-Inspectors is not intended to interpose a set of new officers between the Inspector and the petty officer but to a large extent to replace the petty officers by a better-paid and more responsible set of officers who would safeguard the interests alike of the Government and the people. At present, the Inspector is the only officer who can be entrusted with any really responsible work in a range and he has such a multiplicity of duties to perform that he is unable to perform any of them satisfactorily. He has to inspect all the toddy, arrack, opium and ganja and tobacco shops in his range. He has personally to supervise the marking of the trees in his range, to detect cases and to investigate and charge them. He has to prosecute cases in the court, and over and above all this to attend to that most important and trying work, *viz.*, the collection of the Excise Revenue. None of these items of work could be safely entrusted to the petty officer in view of his status and pay. It was therefore necessary in the interests of the departmental revenue that a better class of officers should be created to afford relief to the Inspector. At present, petty officers are the only officers in a range besides the Inspector, and when they get information of an illicit distillation case or possession of illicit liquor, they either exceed their powers and search the houses themselves and spoil the case or they hush up the matter to their own advantage.

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MR. T. K. VELU PILLAI: Sir, I wish to know whether first grade petty officers have not been given power to search houses.

MR. A. J. VAN ROSS: They have not been given. It is always safe for the people that such house searches should not be done by low-paid officers. The introduction of the Sub-Inspectors' grade will remove this serious evil. At present the Inspector is himself the detecting, investigating and charging officer. It is wrong in principle that this should be so and it conduces greatly to the safety of the subject that, in future, in a large number of cases detected, the detecting officer will have nothing to do with the investigation and charging of the cases.

The conversion of Circle Officers into Assistant Excise Commissioners actually costs very little, but it results in a great deal of administrative efficiency and convenience and removes a source of reasonable grievance both to the Circle Officers and the subordinates working under them. The Salaries Committee have recognised the need for a change in this direction and they pointed out the propriety of including both the Assistant Excise Commissioners and the Circle Officers in one and the same *cadre*.

Mr. S. Krishna Aiyar has stated that the revenue anticipated under Customs is likely to fall short by about Rs. 2 lakhs, since according to him the increased revenue secured in the current year is due to the export of large stocks of pepper and other articles which were held back in 1096 by traders owing to the fall in the prices of those articles. I have been looking up the figures under exports, and I find that, under pepper, we have exported less this year than in 1096. Up to Edavam 1097, only a quantity of 33,513 candies was exported against 35,087 candies in the corresponding period of 1096. Similarly, under coir and ginger also, there has been a fall in the exports in 1097. Under copra, cocoanuts, cocoanut oil, jaggery, prawns, fish, tamarind and molasses, there have been appreciable increases; but then these are not the articles usually held back from export. There has been an appreciable increase in the quantity of hides exported; but it is not very much more than the quantity exported in 1094. The same remarks may be made with regard to copra and cocoanuts, so that, unless Mr. Krishna Aiyar gives us more information on the subject, I think we need not be really anxious about the revenue anticipated under Customs.

Before sitting down, I would once more request gentlemen on the other side of the House to consider very carefully the question of a further reduction in the personnel of the Excise Department as it involves the safety of a large portion of the revenue of the State.

MR. R. KRISHNA PILLAI: Sir, I rise to put in a word of explanation in regard to one of the departments in my charge, I mean, the Department for the Administration of Justice. Yesterday, while discussing the budget, Mr. T. K. Velu Pillai proposed, among other things, the discontinuance of the Third Bench of the High Court as a measure of retrenchment. I need hardly assure the House that, in the matter of retrenchment, the Government have gone and, as

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[Mr. V. Subba Aiyar.]

the members are aware, are prepared to go to the utmost limits consistently with the needs of efficient administration. But, in the present instance, I fear, that Mr. Velu Pillai—

MR. T. K. VELU PILLAI: May I say that I did not say that the Third Bench of the High Court should be abolished? All that I said was that when a Judge wanted assistance, another Judge was appointed and if that officer is not able to do his work —

MR. R. KRISHNA PILLAI: If Mr Velu Pillai is not against the continuance of the Third Bench, I do not wish to say anything further just now.

MR. V. SUBBA AIYAR: Sir, I am very glad to say that only very few observations were made about legislation. I, therefore, think I am quite on safe ground. One of the members suggested that local boards should be constituted. I may assure the House that the Administrative Village Panchayats Bill is ready and will appear in the Gazette at a very early date. As for the suggestion to constitute District Boards, a Bill for the purpose is also nearly ready and will be published soon. As at present advised, it is not proposed to constitute taluk boards.

The next observation was with reference to the Income Tax Regulation. It was said that it required some amendments and that all objections to taxation should be referred to Civil Courts. I may say that the suggestion seems to be based on the ground that there is some discontent on account of the working of the Regulation. I may assure the House that this piece of legislation is rather difficult to understand. I myself had to read the British Indian Act on which the present Regulation is based and other similiar enactments ever so many times, to understand the object of each Section before embodying it in the Bill. That being the case, I daresay that, in the case of both the assessees and of the officers concerned, there must be considerable difficulty in understanding the Regulation, and especially so, as this is the first year of its working. I daresay that the comment that it is not being worked properly may not be altogether unfounded. It is too much to say that the defects will be rectified to-day or tomorrow. Every one of us has to study the Regulation and then submit proper accounts to the income tax officer, and if, after doing that, the officer disapproves them, it will be open to us to take the matter to the higher authorities. It will be too early to say anything about the working of the Regulation. With reference to the suggestion for a reference to Civil Courts, I may observe that the Regulation contemplates references in cases where a particular class of income which cannot be assessed is proposed to be assessed by the Chief Revenue Authority. But, as to the question of the amount of income liable to assessment, the Income Tax Commissioner is the final authority. This is so with reference to all kinds of taxation. Suppose, for example, the land revenue officer classifies a particular piece of land in the first or the second or some other *tharam*, no Civil Court can say whether it is right or wrong. Therefore, the

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amount liable to be assessed is left to the discretion of the income tax officer, while the question whether a particular class of income may be assessed may be settled by a civil tribunal. I do not think that anywhere the question of amount of income is taken before a Civil Court from the decision of the income tax officer.

MR. G. PARAMESVARAN PILLAI: May I ask the learned law member whether his attention has been drawn to the latest enactment on the subject in British India and will he take the necessary steps to bring the Income Tax Regulation into conformity with the British Indian Act?

MR. V. SUBBA AIYAR: I know the latest British Indian Act, particularly the provisions relating to provisional assessment based on the previous year's income in the matter of professional income, and also the amendment in the provision relating to references to the High Court. My attention has been drawn to the matter and the amendment of the Regulation is under correspondence with the Income Tax Commissioner. Any amendments that may be found necessary will be introduced soon.

With reference to the Canals and Ferries Regulation, it has been pointed out by Mr. Adam Sait that there is considerable difficulty in its working. A set of draft rules has been published in the Gazette and every criticism that is received in respect of the rules will be considered by the Government before the rules are finally passed.

With reference to the administration of justice, one or two observations were made in the course of the discussion. The Chief Secretary wished to explain the constitution of the Third Bench in the High Court and it was said that no such observation was made. It was also observed that, when a particular Judge wanted assistance, an additional Judge was appointed. I have only to bring to the notice of the Council that it will be found, from the statistical volume published in 1096, that the number of suits pending in the District Courts for more than one year is 767. The actual number filed every year is 867. The disposals in any one year do not exceed the number of cases filed, so that the number of suits of more than two years is increasing. In all these matters, the Government should be guided by the recommendations of the High Court. I believe that every one would admit that it is not possible for the Government to veto the recommendations of the High Court, who are a responsible body consisting of a number of Judges who not only take a keen interest but also have the welfare of the State in the administration of justice, especially so when the Government are in possession of the fact that up to the end of 1096 there are 370 cases which are more than two years old. I believe that the members of the House are not unaware of the pendency of cases even 3 or 4 or 6 or 8 years old. That being the case, it is high time that there should be a reduction.

MR. T. K. VELU PILLAI: Will the member be pleased to tell the House whether, with the assistance of certain rules, it would not be possible to make the Judges do more work?

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[Mr V Subba Aiyar.]

MR. V. SUBBA AIYAR: That is a matter which has to be referred to the High Court. What I can assure the members is that, however hard a Judge may work, it is impossible to dispose of 370 cases which are more than two years old. I am not going to refer to cases which are less than two years old or to the other work in courts, such as cases under the Land Acquisition Regulation or the Succession Certificate Regulation, which are now brought before the Civil Court. It is impossible for any Judge to cope with all this work and it is therefore thought that the old arrears should be disposed of before the Additional Judges are done away with. I believe that this will satisfy the House.

MR. T. K. VELU PILLAI: What is the largest number of cases disposed of by a particular Judge and what is the smallest number?

MR. V. SUBBA AIYAR: I would refer the member to the statistical volume which gives the details as regards the disposal of cases by individual courts.

MR. K. P. RAMAN PILLAI: Is the law member aware that, in the mofussil, the Judges and Munsiffs attend courts after 12 o' clock and sometimes even after 1 P. M.?

MR. V. SUBBA AIYAR: That may be so or may not be so. If the member is in possession of such information, he will do well to bring it to the notice of the High Court, so that they may take the necessary disciplinary action in the matter.

MR. T. K. VELU PILLAI: It was not advice but information that Mr. Raman Pillai wanted. This is not the place to give advice.

MR. V. SUBBA AIYAR: Mr. Raman Pillai has been satisfied with what I have said. It is not open to another member to say that he wanted some other information.

Before I resume my seat, I would bring to the notice of the Council one other matter, *viz.*, what has been said about the high-paid officers of the State. I have to put in a plea for this class of much-maligned officers. Many a reference has been made in this House to the effect that in Japan the Ministers are paid only Rs. 1,500. Of course, I must inform the House that we are very far away from Japan and that there is no chance of Travancoreans going there or the Japanese coming here for taking up the post of ministers. Apart from that, it would have been better if we had been informed about the cost of living and other conditions of persons taking up the Minister's place there. Unless we know every aspect of the case, it is not possible to attempt any comparison and suggest retrenchment. We shall be on safe ground if we only travel a few miles off to Tinnevelly to find out what the condition there is. It is said that the cost of the civil service in British India is high and that we should not adopt the same standard here. My friends will bear in mind that, in these days, railway communications take the people from one State to another in no time. If we leave Trivandrum at night, we reach Tinnevelly in the morning. The cost and method of living are similar.

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I do not know where we shall be if the salaries in Travancore are reduced. My friends are aware that some five Travancoreans have now passed the Indian Civil Service Examination and are to take up appointments elsewhere, because there is no scope for them here. I believe it is equally within the knowledge of the members that many Travancoreans serve in British India because there is not sufficient encouragement here, and Dr. Kunjan Pillai may be cited as a witness for it. It may have been known to the members that those who passed the examination with him and came back to India are much better off than he. Thus, when a person has got special qualifications and when he becomes the head of a department, he must be paid sufficiently well, and that, I beg to submit, is not being done. The result of not raising the pay will be that our best men will have to seek employment elsewhere. Can any member say whether our District Judges are paid anything more than a First Grade Munsiff in British India? Are our Puisne Judges, nay, even the Chief Justice, getting more than the Subordinate Judges in Tinnevelly? Do our Peishkars or even the Land Revenue Commissioner get as much as a first grade Deputy Collector?

MR. T. K. VELU PILLAI: The pay of the Peishkars and the District Judges cannot be considered in this Council.

MR. V. SUBBA AIYAR: It is a general question. I am answering a general criticism. Very much stress was laid upon the fact that the service is top-heavy and that the officers are overpaid.

MR. G. PARAMESVARAN PILLAI: May I point out that the main objection on this side is not exactly so much with reference to the amounts given as to the number of offices?

MR. V. SUBBA AIYAR: I will come to that. My friend will please bear with me for a minute.

So far as High Court Judges are concerned, it will be found that the pay that was fixed about 15 or 20 years ago is the pay that they are receiving now. I may, at the same time, ask the members, especially my friends of the legal profession, whether they are in a position to run their houses at the cost at which they were doing before. I ask whether all the officers do become heads of departments or highly-paid officers in the service all on a sudden. They have been rotting, receiving a small pittance in the past, and have now risen to their present position by honest, intelligent and industrious work. It is only too late in life, at the fag end of their life, that they get something like Rs. 500 or so. Are we to say that it is too much? The Chief Justice of the High Court does not get the salary of a Subordinate Judge in the Tinnevelly District. That being the case, will any of the members accuse Government and say that these officers are highly paid?

Now with reference to the number of officers, I have to make one observation. I believe there is an old saying, and that is, whether we have to boil only one-fourth of an *edangali* or a *para* of rice three stones are necessary for a hearth. Our State has to be a self-contained one. Being a State, it has to maintain many departments. Each department necessarily requires a head. So, we have many departments and many

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[Mr. I. C. Chacko.]

heads of departments. I need not anticipate the Financial Secretary who will be able to tell us what the increase on account of the cost of revision is with respect to the highly-paid officers, *viz.*, those drawing above Rs. 125.

The Government have taken the necessary trouble and precaution; and if the non-official members who say that retrenchment is absolutely necessary are not satisfied, I ask them to note down the appointments that are considered to be unnecessary, state what the total saving would be and whether they would be in a position to pay at least one rupee to a village school-master. I am quite confident that we cannot get more than one lakh of rupees even if all the appointments said to be unnecessary are abolished. An increase of one rupee to a village school-master would mean an additional expenditure of over Rs. 80,000. Thus, even if the appointments are abolished, it cannot help us; for the deficit is much greater than the saving that could be anticipated; so that I would draw the attention of the members of the House to the fact that they need not be carried away by the idea that these highly paid officers have a good time of it. Living has become very costly. Every one of them has to maintain his wife and children and, as every member knows, he has also to educate his children. It is within the knowledge of the House, as they have friends and relations among the officers, that there is not one honest high-paid officer who may be called rich. With these observations, I request the members to consider the question whether our officers are overpaid.

Mr. I. C. CHACKO: Sir, although the members on the other side of the House have not said much about my departments which call for a reply from me, it is advisable that I offer a few remarks about their working in the past and the programme of the combined departments in the future.

MR. M. R. Madhava Variar said something to the effect that, although the Department of Industries stood in need of financial encouragement, it had not spent all its grant for 1097. I suppose the member bases this statement on the revised estimates for the year, which are arrived at by a mathematical process which does not always represent realities. A considerable part of my grant for development was set apart for the building of a laboratory and its equipment. The building is nearing completion and the European stores required for its equipment have arrived. The bills for these will have to be paid during this month and the actual expenditure for the year will be in excess of the revised estimate. I anticipate an unspent balance of only about Rs. 6,000 out of a total of about Rs. 40,000 sanctioned for development in the shape of lump allotments and definite items of supplies and services and contingencies for the Departments of Industries and Geology. Prudence requires that such a balance should be maintained in order to avoid a tug of war with the Finance Member rendered desperate by the thought of a possible budget deficit.

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Much has been said against the Geological Department in the Press, if not in this Council, and I am glad of this single opportunity I have ever had of replying to the charge. It is said that the Geological Department has not done its work; but I fail to perceive what it is that it has not done. Those who level their criticisms against the department never take the trouble of reading its reports, but base them on mere hearsay. The primary duty of a Geological Department is to study the geological structure of the country, from which alone we can form correct ideas about its mineral resources. Such a survey is useful even from the agricultural and engineering standpoints. The function of a Geological Department is not to entertain the public with vague talks about gold and precious stones, which talk has a great fascination for the uninitiated layman. A geological survey is a highly inductive process and is, therefore, bound to be slow. Add to this the fact that the State Geologist had to do much of his work single-handed along with his administrative duties. I can convince any one who will read the Travancore Geological Reports with an open mind that the work done here is not less than that done in British India or Mysore per head of scientific staff employed. A geological map of the country has been prepared and printed and a consolidated geological report is in the press.

MR. T. K. VELU PILLAI: I wish to know, why, if the State Geologist had so much work to do, the present State Geologist did not protest against the combination of the State Geologist's duties with those of the Director of Industries.

MR. I. C. CHACKO: Sir, with the appointment of an Assistant Geologist it was possible for me to accept both the offices. Before that, it would not have been possible at all. The duty of the Geologist Assistant in the reorganised Department of Industries will be to correct the geological map in the light of later discoveries and with the help of the new topographical map of Travancore and to look after the mining interests of Government. He will also be engaged in special problems connected with the economic geology of the country. He is now engaged chiefly in a special study of the lateritic iron ores which are found extensively developed in some parts of Travancore and are likely to be of great industrial importance to the country. The lignite deposit, of which some of the members may have read much in the papers, of late, has been and is still receiving the attention of the geological staff. The extent of the deposit had already been marked on the geological map and proposals are before Government regarding the problems connected with its industrial utilisation. I do not wish to hold out hopes which may not be realised. But I may say that, if all my hopes about the lignite and lateritic iron ores be realised, the country will have a bright industrial future.

Three of the four scholars who had been sent to England to study industrial subjects have already entered Government service and the fourth has expressed his willingness to accept service. It is contemplated to expand the activities of the Department of Industries on the lines in which these young men have been specially trained.

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[Mr. S. Parameswara Aiyar.]

MR. M. NILAKANDA PILLAI: I ask the member whether the provision made in the budget is enough to meet the requirements of the experts.

MR. I. C. CHACKO: I may tell the member that the lump allotment of the Industries and Geological Departments for the current year was spent in the laboratory and its equipment in anticipation of the work these experts will have to do after their return from England, and with the help of this I may be able to provide them with work during the next year.

MR. K. P. RAMAN PILLAI: Will Mr. Chacko tell us whether these young experts have any definite work before them? I understood Mr. Chacko to say that they have been already employed. I should like to know what they are doing now.

MR. I. C. CHACKO: One of the experts, the Textile Expert, is going to the S. M. R. V. Institute at Nagercoil for inspecting it. Although these gentlemen have entered service, provision for their staff has not yet been made. It is only about a week or two since they took charge; and in the course of another two weeks they will settle down to do their work. They are studying the economic condition of the country now.

MR. S. PARAMESVARA AIYAR: Sir, I have only a very few observations to make. Let me premise my remarks by pointing out that economy and retrenchment, far from being one, are widely different. When you restrict the expenditure on an object without impairing its efficiency, it is economy; but when you give up the object itself or curtail its scope, it is retrenchment. Economy in administration is an aim that we should endeavour to achieve at all times, alike during years of prosperity and adversity; but retrenchment should not be effected except in years of adversity. I admit that this is not a season of prosperity; but I claim on behalf of the Government that we have both economised and retrenched considerably at the present time. The Honourable Sir. Charles Todhunter, in one of his speeches in the Madras Legislative Council, aptly compared every State to a tree with roots, stem and branches. The roots are composed of the great revenue-yielding departments, *e. g.*, land revenue, excise, stamps and customs; the stem is what supports the rest, the departments dealing with law and order and general administration; and the branches are the younger growth, those that make the show and give beauty to the stem, *e. g.*, the departments of education, medicine and sanitation, agriculture and industries. Let us make sure, when we apply the pruning knife, that we do not sap the vitality of the essential services and that the roots and the stem are left intact.

In regard to the revision of salaries which was recently effected in the several departments, I heard a member on the other side pointing out—I think it was Mr. P. K. Narayana Pillai—that it was because the Government thought that this was a period of prosperity that they rushed this reform through. Let me just quote here a passage from

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that monumental report on the enquiry into the rise of prices and wages in India, by one of the greatest financiers of our country, Mr. Kishori Lal Datta. That report was published in 1914, while the enquiry itself was held some time earlier. Here is the passage:

"Landlords have, except in some special cases, received increased profits from agriculture, and wage-earners generally have gained in consequence of their wages having increased more than prices. It is only persons on fixed salaries.....who have suffered from the rise in prices, as their income, not being at all elastic, has not risen sufficiently to meet the increased cost of living".

Mr. Datta has, in that report, shown how, owing to several world-causes, there was a phenomenal rise in prices and wages in India from 1905, and we know how, since the war, before which the report was written, there has been a further increase in them owing to the economic cataclysm which the event created. All classes of people suffered in consequence, but none more than the class of public servants, and it was not because the Government thought that the present was a prosperous or an opportune time for the revision of salaries that they adumbrated that scheme, but because they could not postpone that reform any further. A Salaries Committee was accordingly organised, of which I was the Secretary. Circulars were issued to the effect that all heads of departments and offices should propose as much economy as they possibly could, and on a consideration of these proposals the Committee submitted its recommendations to the Government. The Dewan conferred with the heads of departments and some members of the Committee on these recommendations; and there was a close and continuous discussion upon every one of them.

MR. A. HOOGEWERF: May I know whether the heads of departments were examined by the Salaries Committee?

MR. S. PARAMESVARA AIYAR: No, Sir, they were not.

All that I need say is that it was after an exceptional measure of care and scrutiny that the reorganisation of the several departments was carried out by the Government, and the result of that reorganisation is now before the House. In the Land Revenue Department, out of the five Peishkarships (including the Commissionership of Devicolam), one, and out of the thirty-four Tahsildarships, four, have been abolished. In the Forest Department, the number of Deputy Conservators has been reduced from three to two and that of Assistant Conservators from seven to four. In the Public Works Department, the post of Deputy Chief Engineer has been abolished; the number of Executive Engineers' charges has been reduced from seven to six; of Assistant Engineers' charges from sixteen to fourteen; and of section offices from forty-seven to thirty-seven. In the Sanitary Department, the number of circles has been reduced and there will be only one officer hereafter in the higher rank below the Sanitary Commissioner. In the Education Department, the two Vernacular School Range Inspectorships and the Vice-Principalship of the Teachers' College have been abolished.

MR. P. K. NARAYANA PILLAI: You have given a Personal Assistant to the Director.

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[Mr. S. Parameswara Aiyar.]

MR. S. PARAMESVARA AIYAR: That has been done.

These facts will go to show that the Government have been moving in the right direction in the matter of economy and retrenchment, and that, if they have not been able to advance further in the same direction, it is because they feel that there is no possibility of doing it without impairing the efficiency of the essential services at the present time.

Sir, I heard a remark from a member on the other side of the House—I am sorry he is absent now, my friend Mr. Krishna Aiyar—suggesting a comparison of the conditions of our country with those of Japan, and pointing out that because the pay of the Premier of Japan is low, there is sufficient reason for reducing the pay of the higher officers of this State. This is a bit of Crusoe economics whose application in the present instance I am unable to understand. If there was an island like Juan Fernandez in the Pacific Ocean and if all Travancoreans could be bodily transported to that island, or even if the only connection of such an island was with Japan, I could understand the significance of that argument. Travancore, however, is part of India, and in whatever light we may take it, our State is conditioned by the circumstances obtaining in British India and Mysore. The rates of remuneration offered in British India and Mysore are bound to react upon the services in Travancore, and I do not think that it is necessary for me to labour this point any further.

MR. T. K. VELU PILLAI: Mr. Parameswara Aiyar says that he has not been able to understand the economic proposition put forward by Mr. Krishna Aiyar. Has he been reading any book on economics? Has he got training in economics? Because he says it is a very difficult economic problem for him—

PRESIDENT: I do not understand the point involved in that question.

MR. T. K. VELU PILLAI: Mr. Parameswara Aiyar says he is not able to understand the economic principle which induced Mr. Krishna Aiyar to compare Japan with Travancore. As he made that statement, I want to know the latest book which Mr. Parameswara Aiyar has read on the subject and which does not enable him to understand that principle.

MR. S. PARAMESVARA AIYAR: Sir, I doubt whether the member is in order. It is not a question, but an insinuation which I wish to repudiate.

PRESIDENT: Mr. Velu Pillai, you are not in order.

MR. S. PARAMESVARA AIYAR: There are three minor matters in respect of which I wish to make some observations. The first is the Archaeological Department in regard to the working of which in recent years Mr. T. K. Velu Pillai wants some information. I hold in my hand two volumes, being the reports of the Archæological Department for 1095 and 1096, which furnish very valuable information regarding the work done by that department in those two

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years. One item of information which is of particular interest and which I would bring to the notice of this House is the existence of a Chera King, Indukodai Varman, the predecessor of Bhaskara Ravi, who was reigning in 955 A. D. and one of his edicts was to the effect that no money should be advanced as a loan to a temple or a temple servant. If any temple servant borrowed money, he was to be immediately dismissed, and the lender, whether an official or non-official, was to be prohibited from having recourse to any legal process for the recovery of the amount.

MR. K. P. RAMAN PILLAI: The reasons are not given there, I suppose.

MR. S. PARAMESVARA AIYAR: No, Sir. I am sure that, if Mr. Velu Pillai reads these volumes, he will be perfectly satisfied as to the valuable nature of the work that has been done by this department in recent years. It is not the idea of the Government to retain the Archaeological Department as a permanent institution. There are some items of work remaining to be done. The loan of the services of a new officer from British India is being obtained for a period of three years, and it is expected that all the work remaining to be done will be completed during these years.

Another office in my charge that has come in for some criticism is the office of Patents and Designs. Mr. Trivikramar Vasudevar was observing that the expenditure incurred on this office was large. I must say in reply that this office represents a definite unit of administrative work which is of a somewhat technical nature, and I do not see how it can be done without a clerk and a typist or how they can be expected to work *extra* without some additional remuneration. The allowances that they receive are very small and admit of no reduction. The present arrangement is seen to be the most economical possible.

I next come to the Municipalities. Mr. Khadir Pillai and Mr. Padmanabha Pillai were criticising the way in which Government grants were being awarded to Municipalities at present. Mr. Khadir Pillai said that either all the Municipalities should be given grants alike or that no Municipality should receive any, while Mr. Padmanabha Pillai stated that Government grants to Municipalities should bear a certain proportion to the revenue derived by the Government from the areas within the respective municipal limits. In regard to these observations, I must say that the recent policy enunciated in both England and British India—in the latter case I refer to the recommendations of the Financial Relations Committee which held its deliberations under the presidency of the Honourable Khan Bahadur Sir Mahomed Hab-ib-ullah—is to ordinarily restrict Government grants to Municipalities to semi-national services and to lay down that, in the matter of local services, the local bodies concerned should themselves pay their way. Under local services are included vaccination, vital statistics and public conservancy; and under semi-national services, education, medical relief and communications. The general principles underlying the recommendations of the Financial Relations Committee have been accepted by the Madras Government.

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[Rao Bahadur K. V. Rangaswami Aiyangar.]

Here, in Travancore, only local services have hitherto engaged the attention of Municipal Councils, in spite of the wider powers and increased responsibilities conferred on them by Regulation V of 1095, and hence the Government have not been able to help them with more funds which, under other conditions, they would have been ready to do. The present is only a tentative arrangement, and it is proposed to discuss the whole problem of municipal finance at a conference to be held shortly, at which it is hoped that some definite programme will be settled. The sore spot in Travancore finance is the absence of a system of local bodies for relieving the Government of a portion of their burden in matters affecting local well-being, and I earnestly hope that, with the promulgation of the two Local Boards Regulations, the Bills in respect of which will be soon introduced into the Council by Mr. Subba Aiyar, this defect will in due time be removed.

RAO BAHADUR K. V. RANGASWAMI AIYANGAR: Mr. President, I had not intended to take any part in the general discussion on the budget. But since listening to the speeches already delivered I feel that I might perhaps be justified in offering some observations on one or two matters of general importance which are relevant to the discussions that have been carried on yesterday and to-day.

Sir, the House will know that I have no departments to defend. Nor have I any economy to suggest or to contravene. I do not also possess either the knowledge or the courage, which might enable me to emulate the gentlemen on the other side of the House and venture on the dangerous quicksands of financial prophecy. I am concerned to-day only with two or three general statements that have been made in the course of the debate, yesterday and to-day, the utter untenableness of which must be made known, because they have not been contradicted even by the gentlemen on this side, and because, if not corrected in time, their baneful influence will extend to our further discussions also.

The first of these propositions relates to the manner in which the very slight surplus that the Financial Secretary has provided for as the excess of income over expenditure has been received by a section of the House. We have had an argument with the underlying suggestion that a real financial expert must so manipulate his estimates as to provide for a very large surplus, so large a surplus as will reassure the most despondent critic of the Government's finance that we have here. The principle which has been just enunciated has been cited in the course of the discussion almost as if it was a financial maxim, the truth of which must be immediately obvious to any person. Yet, I venture to say that it will be hard to find any respectable authority of an academic character who would take the responsibility for putting forward so hazardous a proposition. What students of economics learn in this question is that the task of the good financier is so to adjust income to expenditure as to leave the narrowest possible surplus, consistent with safety. A financier who provides for large and recurring surpluses

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must be regarded as having failed signally in his duty even more than one who can only budget for recurring and large deficits.

MR. G. PARAMESVARAN PILLAI: None of us ever suggested that a large and recurring surplus should be provided.

RAO BAHADUR K. V. RANGASWAMI AIYANGAR: I am sure that Mr. G. Paramesvaran Pillai did not make that statement.

MR. K. P. RAMAN PILLAI: Nor did I make the statement.

RAO BAHADUR K. V. RANGASWAMI AIYANGAR: No, nor Mr. Raman Pillai, nor Mr. T. K. Velu Pillai, nor Mr. N. Ramakrishna Pillai, nor any of the other gentlemen, with whom it was my pleasure to study economics years back.

MR. K. P. RAMAN PILLAI: Sir, I must make a correction. I would say "teach" and not "study". Mr. Rangaswami Aiyangar taught us the subject and we learnt it from him.

RAO BAHADUR K. V. RANGASWAMI AIYANGAR: I take it that a teacher merely *studies* along with his pupils and that all teaching is only learning. That is what I have always felt. However, it be, the statement which I have challenged was made and I have now before me *verbatim* notes in my possession. Two gentlemen on the other side made the statement yesterday. Further, the proposition is implied in the arguments of a number of others who have spoken since then. My complaint is that my task would have been rendered easier and I need not have been obliged to criticise the proposition, had Mr. G. Paramesvaran Pillai or Mr. Raman Pillai or Mr. Velu Pillai come up earlier, and dissociated themselves from this position, and thereby saved me the trouble of explaining. There has been widespread feeling that a deficit by itself is a thing to be alarmed at. It *has* been assumed that, unless the Financial Secretary budgets for such a surplus as will allay the fears of the alarmists who say, "you will be short by two lakhs, by four lakhs or by five lakhs," the financial expert cannot be deemed to have done his duty. Yesterday, for instance, we were treated to a certain number of *ipse dixits* in regard to the way in which our estimates would fail. I made a rough calculation of the amounts by which it was supposed we should fall short, and I soon found that they came to over seventy lakhs. I ask whether our Financial Secretary is to provide for the purpose of reassuring the gentlemen who anticipate that there will be a shortage of at least Rs. 20 lakhs, a surplus exceeding so large a sum. The Financial Secretary is likely to be here next year to present the next budget and to discuss the very same and to explain, if he becomes short of his estimates by Rs. 20 lakhs. Assuming that we are unable to make both ends meet in this year's estimate, I submit there is time enough next year to find out ways and means of rectifying the shortage. I contend that it would be very much better that we should go in for a deficit, than provide a chance surplus over Rs. 20 lakhs. It would probably seem paradoxical to a lay mind that a surplus can by itself be an evil, and become a source of embarrassment, if not of danger. Students of economics will, however, realise the truth of the statement.

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[Rao Bahadur K. V. Rangaswami Aiyangar.]

If any one wishes to have historical proof of it, I would suggest that he should study the financial history of the difficulties of the United States of America, particularly in the years immediately before 1891, with their surplus revenue.

MR. T. K. VELU PILLAI: I wish to put a question, Sir, to Mr. Rangaswami Aiyangar. Is it not a fact that the Government have stated the position which he criticises? Have not our Government themselves expressed their regret that their expenditure was, in successive years, more than their income?

PRESIDENT: Mr. Velu Pillai, will you please say in what successive years?

MR. T. K. VELU PILLAI: Sir, in all recent years we have had an excess of expenditure, an increase of expenditure greater than that of the income. And, therefore, we have been told that we have had to make cuts. I ask if he is aware of this?

RAO BAHADUR K. V. RANGASWAMI AIYANGAR: Yes. I am aware, and I think I see Mr. Velu Pillai's point. He is not, however, right in the interpretation he has put on a perfectly obvious action of the Government. When they say that the expenditure is growing and that there is need for the exercise of all due economy, they show only a becoming spirit of caution, and not hankering for a large saving, at the risk of cutting needed expenditure. The Government is bound to scrutinise every competing scheme for expenditure, and compare their relative and absolute claims, particularly having regard to the possibility of providing an adequate revenue to meet them. If it be asked whether this does not imply the need to adjust State expenditure to income, I say "Yes" in reply. The functions of a Government are, in the modern view, practically unlimited. If its resources are unlimited, there are many new functions, which it might undertake. But, taking only a normally *possible* income, a Government is bound to select its functions, so as to keep well within that income. There are, of course, certain things which any Government, whether opulent or otherwise, has to do, and to provide for. There are certain *necessary* functions. For these, a sufficient revenue *has* to be found by a State, and its income has to be decided on, along with the ways and means to secure it, *after* it makes its estimates of what its irreducible expenditure is going to be, if it is to live up to the accepted notions of a State's duties.

It appears to me that what Mr. Velu Pillai has been referring to, and what has apparently given the cue to some criticisms from the other side, is the natural caution of our Government, which, year after year, finds expression in the budget statements, in what amounts to the declaration that the Government are not prepared to launch on fresh and expensive schemes, unless first satisfied of their being absolutely needed. This, I submit, is the natural explanation of the attitude to which Mr. Velu Pillai has referred. Government are aware of the ordinary rules of finance, and are animated only by a desire to adhere to

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them. My explanation will, I trust, show this. I need hardly say more on this point. I would only ask the House to consider, in the light of these facts and principles, whether the Financial Secretary does not deserve a compliment — instead of a criticism — for not having provided for a very large surplus, which he could have scraped up only by either additional taxation or by wasteful stinting of necessary expense. Such a surplus would put a violent temptation in the way of officials and non-officials to come forward say, before the next session of the Popular Assembly,—to propose methods of doing away with it, in various ways. Our Financial Secretary has, I contend, so carefully adjusted the two sides of the accounts as to guard both sides of the House from temptation! I should like to congratulate Mr. George warmly on this.

As regards the meagre proportions of the budgeted surplus, may I point out to the House that States very much larger than ours, and with more numerous functions to discharge, which have also great financial traditions, do not *ordinarily* budget for a larger *percentage* of their revenue than Mr. George has now done? I have some knowledge of the budgets of other countries, and say this in the light of such knowledge.

MR. T. K. VELU PILLAI: Sir, I wish to know if Mr. Rangaswami Aiyangar is aware of any country where a cut is made in Public Works in order to utilise that saving for Education.

RAO BAHADUR K. V. RANGASWAMI AIYANGAR: Mr. President, I have indeed read the Financial Secretary's note but when I read it I had not the advantage of Mr. Velu Pillai's interpretation. I saw the references to financial "cuts", but I did not understand that the principle of *ear-marking* savings in one departmemt for expenditure in another—of retrenching in the P. W. D. in order to finance Education, had been admitted by the Government or the Financial Secretary I took it and still assume, that the distribution of funds made in the budget among the various spending departments has been made on a careful consideration of the competing claims of the requirements of the different departments, and that there has been neither the disposition nor the desire to be generous to any department. The Chief Engineer has already spoken on this matter, and he has not complained that this "cut" which Mr. Velu Pillai referred to is going to minimise the efficiency in his department. May I say that, after your ruling that where a member concerned does not complain, it is not open to any other member to do so, I submit it was not open to any member to come to the rescue of the Chief Engineer, who has been serene under the reduction made in the P. W. D. estimates?

MR. G. PARAMESVARAN PILLAI: Sir, will the member say whether the Chief Engineer spoke for himself or for the Government?

PRESIDENT: I am afraid that question cannot be asked

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[Rao Bahadur K. V. Rangaswami Aiyangar.]

RAO BAHADUR K. V RANGASWAMI AIYANGAR: I shall save my friend another question and say that I am speaking entirely for myself. I may say —

MR. A. HOOGEWERF: I beg to know whether the Chief Engineer allowed the cut to be made without raising any objection.

PRESIDENT: Order, order. I am not aware that he did.

RAO BAHADUR K. V. RANGASWAMI AIYANGAR: Questions of this nature can only give room for unprofitable speculation among laymen, unacquainted with what has transpired officially, and they cannot but be regarded as mere debating 'points', which cannot affect a valid decision on the issues, which I have already stated.

There remains only one other matter on which I should like to say a few words, from some degree of personal knowledge not restricted to Travancore. It is in regard to the alleged high emoluments paid to the superior ranks of our public service. Very much has been said to-day, from the other side, on the lavish scales of our salaries, and of the "top-heavy" character of our services. Much sympathy has also been expressed with the lower ranks and the expediency of improving their pay. With the latter, I am in cordial agreement. But it can hardly be so with the former. I speak under some disadvantage perhaps, as I belong to the 'top-heavy' ranks, and may be suspected of defending my own pampered order, if not actually defending my own scale of earnings! Will the House look beyond the Ghats and say whether the allegation is true? Is it not the fact that many of us, who are in the top-grades, are, after all *not* paid salaries higher than those received by gentlemen, who do similar work elsewhere, and whose qualifications are not higher, and that in most instances we are receiving far less? You may naturally ask "Why then should not the existing batch of officers here go out." It is not difficult to answer. There is always the *possibility* of a drainage, a run-off from the less-paid to the better-paid places, available for the same grade of labour. It becomes a *certainty*, if perfect freedom to move can be presumed also. You may ask me why I do not go elsewhere, if I can get more outside Travancore than I do within it. It is because a time comes in the life of every officer, when it is not easy, when it is not wise, to move like that. When a man is on the wrong side of forty, and has taken some root in a place, and the allurements of a retiring pension get every day more and more powerful, as he gets older, he feels that if he was not wise in giving his services for less than their market prices, he will be still less wise to migrate, when with some patience, he might qualify for a retiring pension of a moiety of his pay. (*Hear, hear.*) This is a general position. The difficulty of unequal standards of pay will not be immediate, but deferred. It will rise when future recruiting is done for the services. You will then have to pay either more for the men with the same qualification as you have now, or get men inferior to them in every respect for the present standards of pay. Will the gentlemen on the other side,

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who are now ornaments of the legal profession, and whose predecessors in the same position willingly competed for judicial appointments in the State, say whether our standards of pay in that service, as compared with those obtaining on the other side of the Ghats, and with the emoluments of the profession at the present time, are such now that they and their successors will seek to enter the service as freely as their predecessors did twenty years ago? If we can be assured of their doing so the top-heaviness of the judicial service may perhaps have been reduced. I submit, Sir, that the position is the same in other branches of the service also. In these too, progressive deterioration must result as men with qualifications inferior to those of the present incumbents become alone available for our future vacancies. May I say that there is such a thing as the economy of high wages, and there is even such a thing as the expediency of just wages? It is bad economy to fill first-rate places with second-rate men. It is an unsound business proposition to expect better returns, or even constant returns by getting cheap men for the superior places of control, even when, simultaneously, the quality of those who work in the lower grades is improved by paying them higher wages. When the price of a particular kind of service has been settled by natural adjustment, why should it be expected that our rates can be lowered? Nobody seriously urges the proposition that it is possible for a Government to regulate effectively either prices or wages. Will Our Government then be better able to regulate the prices which they must pay for their services?

Before I conclude, allow me, Sir, to correct a false analogy that has been suggested from the other side. I refer to such illustrations as that of the low salary paid to the premier in Japan. The argument is not valid as the analogy is not a just one. It is no good to compare ordinary appointments with political appointments which carry with them great power, great distinction, great opportunities for obtaining that satisfaction which comes from doing the highest patriotic work for one's own country. I daresay that, even in Travancore, a time may come when such big prizes will be open, when we advance much further in our political development and reach the day when ministers might represent the opinion of the other side. I submit that it would be valid to compare the emoluments that should be paid to such men with those received by prime ministers in Japan or England. Men who will seek these appointments will do so not for the sake of the rupees, annas and pies they expect to receive but for the great dignity, responsibility, power, opportunity and chance of making history, which these places offer to those who attain them. Such service and ordinary public service are not on a par, and it is wrong to use the one as an argument to depress the rates of pay to be paid to the other.

MR. K. GEORGE: Sir, let me first of all compliment my non-official friends for the very able way in which they have discussed the principles of the budget in spite of the shortness of the time at their disposal for studying it. In regard to the shortness of time, some of the members on the other side desired that next year we should place the

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budget in their hands in advance of its presentatien in this Council. This matter will be borne in mind and everything that could be done will be done. The discussions cover such a wide range of subjects that I am compelled to pass over many points which were referred to in the speeches. Besides, my friends on this side of the House have already dealt to some extent with the points relating to their particular departments. I shall therefore confine my answer to those general criticisms which have been delivered in the course of the debate.

It was stated by some of the speakers that I have purposely manipulated the estimates of receipts and expenditure so as to show a nominal surplus next year, and that, if revenue were properly estimated and provision was made for the normal expenditure, the year would have closed with a deficit. Well, Sir, I do not accept the charge that I have over estimated the revenue; but I do admit, and I have already stated it quite plainly in my opening speech, that we have been able to make both ends meet only by curtailing some of the allotments. Government are not afraid of facing a deficit in these days when deficit is the common lot of all States whether in India or outside. But they decided—and I trust every one will admit that this has been the wiser course—that a balanced budget was to be preferred to one working to a deficit; and this, in the absence of fresh taxation, could be achieved only by omitting some of the non-urgent items of expenditure.

As regards the revenue estimate, the criticism is that it has been fixed far too high. Well, Sir, all our estimates are based on probabilities. None of us lay any claim to prophetic vision. My friend Mr. Krishna Aiyar thinks that the probability is that there will be no improvement at all in the present trade depression and he would reduce the estimates to the extent of Rs. 10 to Rs. 15 lakhs. I think, Sir, that his view is unduly pessimistic and even were the conditions to remain unchanged there is no reason to apprehend such a heavy falling off as he has estimated. That we are not alone in anticipating somewhat improved economic conditions in the next year will be seen from the remarks of the Honourable the Finance Member of the Government of India in the speech he made in introducing the budget of the current year in the Indian Legislative Assembly. He says:

"I admit that the factors are obscure in many directions of great importance and they certainly do not encourage optimism. But, on the whole, we seem justified in framing our budget estimates on the assumption that there will be some slight improvement over the trade conditions which have existed during the current year".

So, if we err in our anticipations, we shall be erring in very distinguished company.

I do not propose to justify our provisions under the various revenue heads in detail. I may assure the Council that all the suggestions made by the members for the impovement of our revenue will be carefully considered by the Government. Then, it has been stated that, though we have professed to make severe reductions in expenditure, the budget is really one of extravagance. Sir, as regards this, my friends on this side of the House have a very different tale to tell. While we are being accused of extravagance on the one side, they are bewailing the

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merciless prunings that we have carried out in their departmental budgets, especially in the provision under contingencies, which is about Rs. 2 lakhs less than that of 1097 and, as stated by me already, the allotments we have made to them under these items will barely meet their normal requirements. My non-official friends who accuse us of extravagance apparently forget the increase in prices and wages when they refer to the allotments under travelling allowance and contingencies, although they seem to remember it very well when they talk of the grant allotted to the P. W. D.

As regards the expenditure on salaries, the charge is levelled against the Government that the services are overmanned, that unnecessarily large salaries are paid to the higher officers and that the salaries of the subordinate servants are quite inadequate notwithstanding the recent revisions. Sir, I would ask my non-official friends to view this question dispassionately. Are the salaries of our superior officers as a matter of fact unduly high, considering the general and technical qualifications required of them and having regard to the emoluments earned by men with similar qualifications engaged in other walks of life? I do not think they are. On the contrary, I make bold to say that they are getting much less than the earnings obtained in other employments, say, for example, in the legal profession. My friend Mr. Krishna Aiyar quoted the example of the prime minister of Japan who gets only a salary of Rs. 1,500 per mensem. But we are not aware of the conditions obtaining in Japan, nor are our people going to take service there. On the other hand, they do take service in British India and Mysore and the salaries they get there are relatively much higher than those paid to our officers having the same rank and doing the same work in Travancore. These differences are evident on every page of the civil list so that it is unnecessary to refer to them in detail here. I do not, however, mean to say that our officers should be paid at the same scale or nearly the same scale as in British India or Mysore. All that I mean to say is that the charge that the salaries of the superior srevices in Travancore are excessive is without foundation. Besides, there is another point that is generally overlooked in discussing the question of salaries, *viz.*, the continual rise in the standard of comfort and the present increase in the cost of living. The prices of the necessaries of life have increased considerably in recent years and it is the man with a fixed income that has been hit hard by this increase. Neither the merchant nor the agriculturist has suffered much on this account as he gets better prices for his commodities, and the daily labourer earns higher wages for his labour. It must therefore be admitted that, in fairness, the salaries of officers which have been fixed before the present rise of prices, required some improvement. A misapprehension seems to exist in the minds of some of my non-official friends regarding the cost of the increases recently sanctioned to the pay of certain superior officers whose pay exceeds Rs. 150 per mensem. Sir, I have made a calculation of the cost of these increases and have found that they amount only to Rs. 10,416 per year, after taking into account the reductions in the number of posts carrying a pay of Rs. 150 and above, as also the posts of that class newly created.

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[Mr. K. George.]

In regard to the other two points, *viz.*, retrenchment and improvement of pay of the subordinate staff, these were examined recently by the Salaries Committee. The recommendations of that Committee have been carefully considered by the Government and their orders relating to all important departments have been already published. It will be seen that the Government have not been able to accept the recommendations of the Committee in their entirety and the complaint has been made in this House that the revised salaries of the subordinate staff are far from adequate. I must say that considerations of cost alone deterred the Government from closely adhering to the scales recommended by the Salaries Committee. Their recommendations involved an additional net expenditure of Rs. 13½ lakhs per annum. But the revision as sanctioned by Government costs only Rs. 8 lakhs per annum, inclusive of the scarcity allowance of Rs 5½ lakhs per annum which we have been paying for the past 2 years; and thus the net extra cost comes to only Rs. 2¼ lakhs per year.

In reorganising the departments, the question of reducing the establishments was prominently kept in view. The total of the retrenchments made amounts to Rs. 3 lakhs a year; but owing to the creation of certain new posts, this saving has been reduced by about Rs. 2 lakhs. Of this, I may say that a sum of nearly one lakh of rupees is on account of the new Devaswom Department. The retrenchments have not been confined to clerks, peons and other subordinate establishment, but have also extended to several high-paid appointments. I may mention some of the superior posts we have abolished. 1 Peishkar, 4 Tahsildars, 1 Deputy Conservator and 2 Assistant Conservators of Forests, 1 District Registrar, 1 Secretary to Government and 1 Assistant Secretary to Government, the Vice-Principal, Training College, 2 Range Inspectors of Vernacular Schools, the State Geologist, 2 District Sanitary Officers and 1 Assistant Sanitary Officer, the Deputy Chief Engineer, 2 Executive Engineers, 4 Assistant Engineers, and so forth. It is true that we have created some new posts, but they were absolutely necessary for the new departments that we had to organise, *e. g.*, the Income Tax, the Maramat and the Devaswom Departments. Sir, Mr. Krishna Aiyar stated yesterday that we created 839 new appointments in 1097. I do not know how he came by these figures. From the calculations I have made, I find that we have increased the total permanent strength of our services in 1097 only by 566 hands, inclusive of 150 in Education, 50 in Geology and Industries, and 50 in State Charities. Probably Mr. Krishna Aiyar has included the temporary staff—especially the staff created for Land Records and Puduval Survey which were created for specific purposes and which will cease to exist as soon as those purposes are achieved. As against the increases in the permanent staff in 1097, we have made a total reduction of 875 hands in the various departments in 1098.

Again, frequent reference was made to the unduly high proportion of our expenditure on salaries to the total revenues of the State. My

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friend Mr. Kochukunju Pillai stated that we spend Rs. 86 lakhs on salaries and Mr. Krishna Aiyar said that the proportion of salaries to the total revenue is 45 per cent. Here, again, the figures are not correct According to the budget of 1098 in which we have provided the average cost of salaries in most departments and which are therefore bound to be higher than the actuals, we spend Rs. 77 lakhs on salaries and travelling allowances. Neglecting the variable expenditure of Rs. 4 lakhs under travelling allowance, the expenditure on salaries is Rs. 73 lakhs which is about 37·7 per cent of our total revenue. This is considerably below the proportion obtaining in British India, *viz.*, 54 per cent. I do not, however, mean to say that the Government have said the last word in the matter of reducing the number of appointments in the superior and subordinate services. They are prepared to make all reductions which are feasible, and I would assure the non-official members that all proposals for reductions coming from them will be carefully considered by Government.

Sir, my friend Mr. T. K. Velu Pillai suggested that the allowances paid to certain officers should be stopped. This is clearly due to a misapprehension of the circumstances under which the allowances are given. These allowances are paid for doing *extra* work and I do not see why a Judge of the High Court doing the duties of the Principal of the Law College, or a doctor doing the duties of the Chemical Examiner, should not be paid for his *extra* work. If we do not pay these allowances we shall have to employ full-time men and pay them much larger amounts in the shape of salary.

Some members have suggested that we should separate the uncertain items of revenue from the more stable ones and show them in a distinct category in the budget. Sir, the distinction that is sought to be made is not easy. There is no definite line of separation between certain and uncertain items of revenue. Strictly speaking, the only stable revenue is Land Revenue *Ayacut*. Excise revenue is no more uncertain than Forest, Customs, Stamps or Registration Revenue and fluctuations in all these occur from year to year according to the conditions that obtain in each year. The only item of revenue that will disappear in course of time is what we realise by the sale of *puduval* lands. That, after all, is not very large and it is not worth while to recast our budget classification for showing that item alone separately.

Before I close, I wish to say a word about one apprehension that has been expressed by some of the members on the other side of the House in regard to our expenditure on stationery. More than one member asked whether we pay interest on our liability to our stationery contractor. I may say that, during the war and afterwards, our expenditure went up high. One reason was that we were not able to fix the rates in advance. Now we settle the rates before orders are placed with the stationery contractors. I may assure the House that we pay nothing by way of interest.

I thank the members on the other side who have complimented me in regard to the presentation of the budget.

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[The President.]

PRESIDENT: Gentlemen, I understand from Mr. K. P. Raman Pillai that the members of the House propose to meet and confer here in connection with the budget to-morrow afternoon, at 2-30 P. M. Government will be very glad to place the Hall at their disposal.

The House will now rise and meet again at 11-30 A. M. on the 29th instant, for the discussion of demands on grants.

The House then adjourned at 6-55 P. M., to meet again on Saturday the 29th July, 1922, at 11-30 A. M.

S. PARAMESVARA AIYAR,
Secretary to the Legislative Council.

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